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YOUTH DRUG ABUSE IN NEW YORK

HEARING

BEFORE

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS

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YOUTH DRUG ABUSE IN NEW YORK

THURSDAY, SEPTEMBER 1, 1983

U.S. SENATE,
SUBCOMMITTEE ON LABOR, HEALTH AND HUMAN SERVICES, EDUCATION AND RELATED AGENCIES,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The Subcommittee on Labor, Health and Human Services, Education and Related Agencies of the Appropriations Committee met at 10 a.m., at the U.S. Court of International Trade, One Federal Plaza, New York, N.Y., Hon. Alfonse M. D'Amato, New York, presiding.

Present: Senators D'Amato and Paula Hawkins of Florida.

Also present: Representatives Charles B. Rangell, New York and Benjamin A. Gilman, New York.

NONDEPARTMENTAL WITNESSES

OPENING STATEMENT OF SENATOR D'AMATO

Senator D'AMATO. I have called today's hearing to examine the problems of youth drug abuse, because of our concern that we are currently losing a substantial portion of our young people to narcotics and other illegal drugs. We are losing the full human potential of many of our children, because of their involvement in drugs.

I am happy to have with me here today Senator Paula Hawkins, of Florida. Her leadership in the effort to rescue our children from the drug menace is well known.

I submit to you that it is our Nation's No. 1 problem, sapping the strength and vitality of our Nation. There must be a concerted effort at all levels to deal with this problem.

There have been hearings held before and there will be hearings held in the future.

There are those that will say, "What good, Senator, will these hearings do?"

If they will concentrate the public's attention and the attention of those in positions of public trust on the drug abuse problem and the application of resources to drug abuse prevention and treatment programs so that we do not lose the full potential of our youngsters, then it serves a good purpose. I hope that will be the result today.

We will focus increased public attention and awareness and bring the results to the Congress when we go back into session.

I am most encouraged today by the presence, participation and help of Chancellor Alvarado, our New York City school chancellor, and the courtesy that his staff has given to us, and their encouragement.

This, by the way, in no way is a reflection on the city school systems. The problem of drugs cuts across ethnic lines, sociological lines, income lines. It is one that is prevalent and rampant in some of our most prestigious private schools.

It is prevalent in our suburban school districts. Those who think this is just an inner city problem are deeply mistaken. It is not one that is just rooted here in the New York metropolitan area or in Florida, but is nationwide.

PREPARED STATEMENT

I would ask that the balance of my remarks, to save time, be included in the record be given in its entirety.

[The prepared statement of Senator D'Amato follows:]

Prepared Statement of Hon. Alfonse M. D'Amato, U.S. Senator From New York

I have called today's hearing to examine the problem of youth drug abuse because of our concern that we are currently losing a substantial portion of our young people to narcotics and other illegal drugs. We are losing the full human potential of many of our children because of their involvement in drugs.

I am most happy to have with me here today Senator Paula Hawkins of Florida. Her leadership of the effort to rescue our children from the drug menace is well known. Senator Hawkins is the chairman of the Senate Drug Enforcement Caucus. As a member of the Senate Labor and Human Resources Committee, she held a most important hearing on the problem of drug abuse in American schools last year. She is also a member of the Senate's Agriculture, Nutrition, and Forestry Committee. I have worked with her very closely on numerous issues, particularly those coming under the jurisdiction of the Committee on Banking, Housing and Urban Affairs, of which we are both members.

It is most appropriate that this hearing is being held under the auspices of the subcommittee on Labor, Health and Human Services, Education, and Related Agencies of the Senate Appropriations Committee. Although I do not serve on the subcommittee, I do serve on the full Appropriations Committee. I asked Senator Weicker, the chairman, to allow me to chair this hearing in his absence because of my overriding concern with this issue, particularly as it impacts on New York. The committee is going to be looking at the budget for Federal Aid to drug prevention and treatment programs after the Senate reconvenes later this month. It is essential that it hear about these programs directly and fully before making its funding decisions.

DRUG USE IN AMERICA

Today's hearing will examine the problem of—and efforts to combat—drug abuse among America's young people, particularly young people in the New York metropolitan area. We will look at the coordination of our Federal, State, local, and volunteer efforts to reduce the demand for illicit drugs and to counter the harmful health and social consequences of drug abuse.

Our starting point is the recognition that drugs have become a part of everday American life. Yesterday, I toured the Lower East Side with the borough president of Manhattan and saw drugs openly sold and used on the street. Hardly a day goes by that a New York City resident or visitor doesn't see the same thing in the streets, subways, parks, and playgrounds.

More than one out of ten Americans have used an illegal drug in the last month. Three out of ten high school seniors have used marijuana in the last month. In one year, Americans use between 10 and 15 thousand tons of heroin, cocaine, marijuana and hashish. By the time they finish high school, nearly two-thirds of all our young people will have tried an illicit drug of some kind, and over one-third will have experimented with something stronger than marijuana. There is a growing body of

evidence to support the belief that they may be doing irreparable harm to their reproductive systems and crippling their ability to learn; 28,000,000 Americans regularly use some illegal drug; 22,000,000 use marijuana. More than 4,000,000 Americans use cocaine in any given month. Half a million are addicted to heroin; 200,000 of them are here in New York City.

The social cost of all this drug abuse is enormous. Illegal drugs today are big business: some estimate they bring in $80 billion a year. Their use has severely cut American productivity and competitiveness.

The funds we must spend on prevention, treatment, and law enforcement—and these are in the billions—could certainly be better spent on other needs if it were not for the drug problem. Our human resources and energies are also diverted to treat the myriad problems, medical, legal, educational, and social, that illegal drug use creates. Drug use breeds an underground economy and a profound alienation and disrespect for the law.

What is perhaps most alarming, however, is the threat that drugs pose to our young people, both because of the large quantities they are using, and because they are starting to use drugs earlier in life. The tendency to mix drugs with alcohol or other drugs is another alarming trend. Yet another is the selling of drugs in the neighborhoods of our schools. Recent studies conducted by the New York State Bureau of Cost Effectiveness and Research show that the number of school areas in which there is drug activity has steadily increased over the last two years. Of 36 schools studied last October, drugs were observed or reported available around all but one of them.

The number of illegal substances available per school area has also increased. There are now an average of 3 illegal substances available per location. The greatest increase in the number of different kinds of drugs has been in areas near our elementary schools. The availability of all drugs, including heroin, cocaine, marijuana, pills, and hallucinogens is up. The outright hawking of drugs, that is, the announcing to passersby of the names of drugs for sale, is also common near some of our schools. If, for some reason, the drug pushers have failed to set up shop on the street or in playgrounds right outside one of our schools, then the drugs will still be available at one of the 800 so-called "smoke shops" in this city. These storefronts sell mostly marijuana, but some sell other illegal substances as well. Since 1977 possession of small amounts of marijuana has been a non-criminal violation in New York State. The proliferation of these smoke shops is the result. The time for a reexamination of our drug laws is clearly long past due.

Fortunately, there is some good news. 60 percent of young people now attribute great risk to regular marijuana use; this is up from 35 percent in 1978; 75 percent of young people now think their friends would disapprove of such behavior. This year, according to the 1983 Gallup youth survey, 74 percent oppose legalizing marijuana. This is up 14 percent in only one year. We can take some consolation from this increase in concern about health consequences and decrease in peer acceptance. We have the parents, schools, community groups, and other institutions of society to thank. They have become more active and sophisticated in their drug prevention efforts, and we in Government must encourage them to continue the good work.

ROLE OF FEDERAL GOVERNMENT

The role of the Federal Government is, first, to do all it can to help reduce the use of these illegal drugs and, second, to reduce their supply in the United States. Today's hearing will address that first goal. On September 6, I will hold another hearing on Governor's Island to examine what we are doing to reduce the level of illegal drugs coming into the country.

With regard to our efforts to reduce demand, let me say that I see the Federal role to be three-fold:

(1) Research: To support and encourage research into both the effects of drugs and the effectiveness of specific prevention, treatment, and rehabilitation programs and techniques;

(2) Education: To provide and disseminate reliable information on the nature and extent of the drug problem in the United States;

(3) Federal assistance: To provide financial and technical assistance to those agencies that are dedicated to drug use research, prevention, treatment, and rehabilitation.

On this last point, I am happy to note that after the cuts in 1981, we are starting to increase Federal financial assistance.

STATEMENT OF SENATOR HAWKINS

Senator D'AMATO. I would like to ask Senator Hawkins if she would like to make any opening remarks.

Senator HAWKINS. Thank you, Senator. It is a pleasure to be in New York City again.

I would like to thank the Senator for calling these hearings. He is adding to a record that we have been compiling for the last 2 years to focus attention on what we feel is the No. 1 problem in the United States, and make it a Senate priority.

No threat strikes America's children as deeply or as relentlessly as narcotics abuse. Young people have always experienced anxiety, insecurity, great needs and pressure to challenge authority. There is nothing new about that. Those conditions last for a long time, and they are just part of growing up.

This generation's growing pains, however, are experienced in an atmosphere where drugs are accepted. The consequences for those who stumble are far more severe.

In today's schools and communities, drugs await the curious and the confused. It is a nationwide problem experienced in every city, in every State and the effects of drug abuse are devastating.

They threaten our educational system and they paralyze the American family.

PREPARED STATEMENT

I ask that the balance of my statement be placed in the record to save time for the most important testimony.

We thank the witnesses who have appeared today to spend their time in building this great record.

Thank you, Senator.

[The prepared statement of Senator Hawkins follows:]

PREPARED STATEMENT OF PAULA HAWKINS, U.S. SENATOR FROM FLORIDA

Good morning. It's a pleasure to be in New York City again. I want to thank Senator D'Amato for initiating this important investigative hearing into youth drug abuse. The people of New York are fortunate to have such an effective, well-respected representative in the United States Senate. Through his strong leadership in the Senate Drug Enforcement Caucus and the Senate Appropriations Committee, he has clearly made drug control a Senate priority.

No threat strikes America's children as deeply and relentlessly as narcotics abuse. Young people have always experienced insecurity, great needs, curiosity, and pressure to challenge authority. These conditions last for a long time. They were part of growing up.

This generation's growing paihs, however, are experienced in an atmosphere where drugs are widely accepted. The consequences for those who stumble are far more severe. In today's schools and communities, drugs await the curious and the confused. It is a nationwide problem experienced in every city, in every state. The effects of drug abuse are devastating. They threaten our educational system and they have paralyzed the American family.

In the last 15 years, drug abuse among school age children has reached epidemic proportions. The problem is more widespread in this country than in any other nation in the world.

According to the National Institute on Drug Abuse (NIDA) survey, nearly two thirds of this nation's high school seniors have used an illicit drug, and two in five have used an illicit drug other than marihuana. More than half the marihuana smokers first tried it between the ages of 11 and 15. Investigations have also revealed that an alarming number of these children have also used cocaine, PCP, quaaludes, LSD, or heroin. The Drug Enforcement Administration estimates that there are up to 10 times more LSD overdoses today than during the 1970s. New

York City has more heroin addicts than any city in the developed world: an estimated 200,000. That's an average of 1 in every 40 adult residents of New York City.

The impact on our children has been tragic and severe:

IMPACT OF DRUGS ON AMERICAN YOUTH

While the health of all other Americans has been improving, the death rate for young Americans between the ages of 15 and 24 is higher than it was 20 years ago. Medical experts are convinced that drug abuse has been the major factor in this frightening trend.

Researchers at the National Institute on Drug Abuse found that 243 addicts had committed 500,000 crimes over an 11-year period.

During the past 15 years, there has been an unbroken decline in the Scholastic Aptitude Test scores. From 1967 to 1983, years in which high school drug use soared, average verbal scores fell over 50 points. Average mathematics scores dropped nearly 40 points. Chronic marihuana users have short-term memory problems and are often so lethargic they can't cope with academic demands.

Drug control requires an attack on three fronts: Prevention and Rehabilitation, Law enforcement, and eradication at the source. Because over 90 percent of the $80 billion in illegal drugs consumed in the U.S. are produced abroad, I believe that U.S. foreign aid must be directly linked to drug eradication.

FOREIGN COUNTRIES PRODUCING ILLEGAL DRUGS

The countries that are the major producers of heroin, cocaine, and marihuana continue to collect hundreds of millions of U.S. taxpayers' dollars while their export contributes to the decline of our nation. During the past three years, Colombia, the source of 80 percent of the marihuana and nearly 100 percent of the Quaaludes, has received $42.8 million directly from the U.S. and over $2 billion from the multilateral development banks.

During the same period, cocaine cultivation in Colombia has increased over 1000 percent. Pakistan, the source of over 90 percent of heroin to New York City, has received over $330 million directly from the U.S. and nearly $1 billion in multilateral loans during the past three years. Peru, the source of 50 percent of the cocaine, has received over $200 million in U.S. foreign aid and over $1.2 billion from the multilateral development banks.

It is time for the United States to stop underwriting its own future decline. U.S. foreign assistance must be used as a preventive tool for stopping drugs at their source. While our foreign policy interests with other countries may vary, nothing should supersede our desire for Americans to live free of violent crime and drug abuse. We should consider no nation our friend that contributes to some of the most serious domestic problems facing our nation. We must not use taxpayers' dollars to help nations that make victims of us and our children.

This hearing is an important opportunity to gain a much needed insight into youth drug abuse. I look forward to the testimony of our witnesses.

NEW YORK CITY BOARD OF EDUCATION

STATEMENT OF ANTHONY ALVARADO, CHANCELLOR

ACCOMPANIED BY:

LEVANDER LILLY, SPECIAL ASSISTANT TO THE CHANCELLOR

ANGELO APONTE, DIRECTOR, OFFICE OF PUPIL PERSONNEL SERVICES, NYC BOARD OF EDUCATION

INTRODUCTION OF CHANCELLOR ALVARADO

Senator D'AMATO. Chancellor Alvarado.

Chancellor ALVARADO. Thank you.

Senator D'Amato, Senator Hawkins and members of the committee, before anything else, Senator, I wish to express my appreciation for the wisdom and concern you have manifested in calling this meeting and turning to the matter now at hand.

If there are questions, I would be glad to have staff, Angelo Aponte, director of the office of pupil personnel services and Le-

vander Lilly, special assistant to the chancellor and former director of the substance abuse program in the board of education, respond.

I thank you for this opportunity of being with you.

RECOGNITION OF REPRESENTATIVE GILMAN

Senator D'AMATO. Chancellor, just commenting, Congressman Gilman, who is the ranking minority Member in the House on the Select Committee on Narcotics Abuse and Control, has joined us today, and I am certainly delighted that he can give us his input.

Speaking both for the Congressman and for Senator Hawkins, your testimony is, by far, in my 3 years as a Senator the finest presentation, the most candid. It may even bring about some political consequences.

People might challenge you for being so outspoken, but I think it is about time that leaders such as yourself speak out and speak to us about the problems that challenge us, as you have done. You have spelled out the problems, you have also laid out what has and has not been done, where deficiencies are and what course of action should be undertaken.

Indeed, so many times we find the challenges put forth but the people who do that do not come forth with concrete suggestions and proposals as you have. Let me commend you and let me say that I am going to see to it that this is put into the Congressional Record as well as our committee record, and is circulated to all of our colleagues in the Congress. I shall ask them if they think this is just a situation that is indigenous to New York or whether it is not something that is prevalent in their own communities. I shall ask them whether or not they are willing to step up and to help combat this menace.

I simply want to commend you for being here, for participating, and for making a most thoughtful presentation.

FUNDING TO FIGHT ILLEGAL DRUG TRAFFIC

I might note one fact, which you gave: the funding in New York City in the past decade has gone from $18 million to $13 million. The cost of inflation, the number of students, the growth of the problem are factors that argue for an increase not a decrease—that speaks for itself. Somehow we have just put this to the side and we had better reorder our priorities.

If there must be other areas where we must curtail the expenditures, why, then, so be it. I do not believe that this area should be swept to the side.

I thank you for your participation.

Congressman Gilman, would you like to make an opening remark and ask the chancellor questions?

Congressman GILMAN. Yes.

Senator D'AMATO. The chancellor is under very tight time constraints, we understand.

Senator Hawkins, any questions?

Senator HAWKINS. Chancellor, if you prefer that the staff answer the questions, I will put questions to them.

Chancellor ALVARADO. I think it is probably best, but I did want to thank the Senator for creating this opportunity, this forum for discussion of an issue of such importance, and for always being the supporter of youth in schools that he has been and has continued to be.

Senator HAWKINS. I would like you to know, Chancellor, that I got $10 million reinstated for NIDA that was taken out in last year's budget. It is an annual battle and I was just alarmed that it wasn't a unanimous vote on the committee to put it back in, because as your testimony points out, it is the best money we can spend.

I would like to thank you for the drive we are commencing upon.

FUNDING FOR NARCOTICS EDUCATION

Congressman GILMAN. Chancellor, before you leave, if the Senator will yield, with regard to the funding, have you made a request to both the city and the State for additional funding for narcotics education?

Chancellor ALVARADO. The answer is yes. It is an unequivocal yes.

It is, of course, a question of priorities, and the problem is that for a long time education has not been a priority.

Within that context also is the question of prevention and intervention within that, which has not been a priority. New York City has been moving away from what was a major fiscal crisis in this past mid-decade, and our economic base has increased funding for education, but we are not yet within the frame of education itself providing the kinds of services that we would like to offer our students. Within that context, drug abuse has not been seen as a priority and it is something where we cannot see drug abuse as a competing source of funding for the very major purpose, against the major purpose of educating students.

Drug abuse is something that deserves attention on its own merits, and the school system, and every other agency that is prepared to deal with it, must receive funds for that particular purpose.

One cannot take away from Peter to pay Paul when, in fact, Peter and Paul are both fairly indigent.

FUNDING AND EDUCATIONAL PROGRAMS

Congressman GILMAN. I know you are certainly aware of the fact that there is an assistant secretary of education, commissioner of education in the State education department, who devotes his time and effort to develop a curriculum to end drug abuse through prevention.

Have you conferred with him about the necessity, for example, in the kind of educational terms you are talking about, and the kind of funding you are talking about?

Chancellor ALVARADO. The answer is "yes." The city board of education and the New York State Education Department work hand in hand in addition with the State authorities in the separate area itself.

We are, however, fighting an uphill battle.

It is an attempt to try to fight a major battle with a peashooter, and while we talk, while our commitment is maintained and our energy level perhaps increases, it is, quite frankly, an almost impossible task given the kinds of support that we get both from the public in view of how they see this problem, and from the point of view of funding and from the point of view of the school system being given the resources to deal with this.

Senator D'AMATO. Just on that point, I know that they are pulling the chancellor away, but let me tell you something. I don't think there is anything more important. He has just come right to the core of the problem.

You said something about the public. What did you say?

PUBLIC INVOLVEMENT

Chancellor ALVARADO. Before anything changes, the public has to recognize there is a problem. This is a public issue, they must be mobilized and when in the ferment of public debate, people recognize that there is a problem as massive as this one, it is the first and necessary step to taking the kinds of major action that is required.

Senator D'Amato, it is the first and necessary step to taking the kinds of major action that is required.

Senator D'AMATO. Mr. Chancellor, you have put your finger on it. If the public isn't going to be concerned and demand of their officials at every single level that there be a major effort not only in terms of addiction, but in terms of dealing with those who are pushers, in terms of education, in terms of seeing to it that the priorities and goals necessary to achieve success are undertaken, then it is not just going to be.

I thank you.

If my colleagues have any questions, we will address them to your associates.

Thank you for being here and thank you for your time.

Chancellor ALVARADO. Thank you, Senator, and thank you, members of the committee.

Senator D'AMATO. Senator Hawkins, do you have any questions, or Congressman Gilman, if you would like to make a statement.

PRINCIPAL DRUGS OF ABUSE

Senator HAWKINS. Could you tell me from your experience in the school system, what are the principal drugs of abuse?

Mr. LILLY. Basically, it depends on the drug of abuse within that particular community.

Senator HAWKINS. It differs from community to community?

Mr. LILLY. Yes; indeed it does. In your inner city, for example, you find quite a bit of hard drugs. In your suburban areas, you find quite a bit of PCP, angel dust.

Also, in your affluent areas, cocaine is back on the rise.

INCREASE IN HEROIN USE

Senator HAWKINS. Heroin, is heroin use increasing in the city?

Mr. LILLY. Absolutely. The Senator put it out in the press conference, and it is exactly correct.

We are finding hard drugs back on the streets.

Senator HAWKINS. Children, like adults, I think are influenced by television and movies, heroes, heroines, that they have.

Do you feel in your experience as an educator that these industries have been responsible in their handling of the drug issue?

Mr. LILLY. Senator Hawkins, I couldn't agree with you more on that point. We were talking not so long ago in terms of role models. Ten years ago, for example, children had role models that they could look up to and they would internalize those role models and they would mimic those role models.

But the role models today are in the headlines tomorrow as using drugs, and I would agree also that a lot of the information and media events are directly related or you can see causative factors between what we see on the tube in many instances and the use of drugs.

Our youngsters are trying to experiment with what they see on TV. In many instances we see that, we see a close connection between your comment and the actual experimentation of drugs by many of our young people.

Senator HAWKINS. As you pointed out, drug abuse is the leading cause of death in this age group, 15 to 24, which is on the rise.

Every other age group is living longer except those children.

DRUG ABUSE LINKED TO SUICIDE

I have also learned some of these statistics that drug abuse is linked to the number of suicides. Do you have any figures or information on that?

Mr. LILLY. We don't have any hard statistics between the connection of suicides and drug abuse, but observation on the part of many who work in the field of drug prevention and drug abuse in our treatment programs are beginning to look at it in terms of seeing somewhat of an unproven connection between some suicides and drug abuse.

I think as we really do more research in this area, it would be my hypothesis that there would be some connection.

At the present date, I wouldn't go on record to say there is a hard connection today, but I think the jury is still out on that.

WARNING SIGNS OF DRUG ABUSE

Senator HAWKINS. What would you tell parents are the warning signs of their child being on drugs?

Mr. LILLY. We do a lot of parent workshops and training seminars with parents and teachers.

We try and stay away from waving a red flag, so to speak, if you see youngsters sleeping a lot, they may be on drugs. That could be a danger sign, it could be a danger sign warning parents against certain symptoms, but a child could have a common cold, for example, and could be accused of using hard drugs.

However, my advice and our advice to the parents, No. 1, if they have ongoing communication with their children, if there are any

telltale signs, if there are any behavior patterns out of the ordinary, I think a red flag should go up.

I think a house that communicates together will stay together. I think the chances of youngsters resorting to drugs in a house that communicates will be lessened, that the children will use drugs. drugs.

Senator HAWKINS. Thank you.

BLOCK GRANT FUNDING

Congressman GILMAN. Thank you, Senator.

I am interested in your request that Federal funds should be earmarked specifically for local school districts for drug education. Are you able to work out a favorable balance with the State for the block grant program?

Mr. LILLY. Sir, our funds have been dwindling since 1971.

Congressman GILMAN. When you say your funds, are you referring to the drug education funds?

Mr. LILLY. We are allowed 100 percent on the State to receive funds. We have not received any direct funds to provide direct services in the schools. We work on a continuum.

Let me make it clear that it is very important to have that continuum. A continuum consists of prevention programs and treatment programs. Prevention programs are the first line of defense, and for those we miss or cannot service, of course we have treatment programs.

What the State has done, however, over the years, is that since all of us are suffering financially, in order to try and make the pot large enough to service both prevention and treatment, oftentimes the pot has been diverted from prevention to treatment programs.

But I think the bottom line is that we do not have enough funding for prevention or treatment.

STATE FUNDING FOR PREVENTION AND TREATMENT

Congressman GILMAN. How much do you receive in prevention and treatment funds from the State?

Mr. LILLY. I can only talk about prevention. I understand this afternoon you will have someone testifying from the State division of substance abuse services.

Congressman GILMAN. Do you do that or does the State do that?

Mr. LILLY. The State has that responsibility.

Congressman GILMAN. You get a specific amount of funds for prevention?

Mr. LILLY. Absolutely.

Congressman GILMAN. How much are you getting for prevention?

Mr. LILLY. This current fiscal year, 1983–84, we will get an actual sum of $13.1 million in actual money for service to elementary, intermediate, and high schools.

Congressman GILMAN. Does the local area provide funds to you?

Mr. LILLY. No.

Congressman GILMAN. It all comes from the State?

Mr. LILLY. Correct.

Congressman GILMAN. How does it compare to last year?

Mr. LILLY. We have received the same dollar amount over the last 3 consecutive years.

Congressman GILMAN. What was your request last year to this date?

Mr. LILLY. Our request last year in actual money was $14.9 million and that was just to maintain what we had the previous year. Being realistic, we felt, although the Chancellor pointed out so clearly, we need something to the tune of $45 or $50 million, we felt that in light of the fiscal climate, if we could maintain what we had last year, that we could possibly be ahead of the game, and that was $14.9 million, which we did not get.

ASSISTANCE FROM NIDA

Congressman GILMAN. Is NIDA a consultant with you with regard to any of their educational programs or any of their material?

Mr. LILLY. As the formalized regional coordinator for New York City-based programs for the school board of education, I have been in constant contact with NIDA over the last 6 years, and we have worked very closely together. However, the most we have been able to get from NIDA has been the resources, the drug education pamphlets.

They are good, in and of themselves. As the chancellor pointed out, information dissemination, giving out information in and of itself, without the humanistic effect of approaching and working with youngsters, without that latter piece, giving information can be counterproductive, because we have discovered that drugs, of course, are a problem but not the underlying problem.

The goal of our prevention program is to work with the underlying causative factors and try and increase to coping skills of youngsters to do individual counseling, group counseling, family counseling.

We recognize the importance of connecting that child with his or her total milieu, the home, the school, the family. Without those connections, programs cannot be effective.

But as far as NIDA is concerned, we have been in communication with NIDA over the years, but because of their funding, I would imagine, the most we have been able to get has been the resources to go along with the ongoing service activities that we run as programs.

ASSISTANCE FROM STATE OFFICE OF SUBSTANCE ABUSE

Congressman GILMAN. Has the State office of substance abuse been of any assistance to you in your educational programs?

Mr. LILLY. Yes; they have.

Congressman GILMAN. In what manner?

Mr. LILLY. They provide technical assistance. We have worked very closely with that agency over the years, but by the same token, they have the purse strings, they don't control it.

We get what we can from that agency. We recognize the importance of ongoing relationships and we communicate almost on a daily basis.

Congressman GILMAN. Thank you.

AREAS FOR POSSIBLE FUNDING INCREASE

Senator D'AMATO. I would just like to ask one question. If you were given an increase of funding, let's say $10 million next year—obviously it would be a very substantial increase in the area of prevention and education, what would you do with those funds; would you disburse them throughout or would you target them to a preventive education program in the elementary schools?

Mr. LILLY. Senator, we would do several things. Of course $10 million is not buying as much as it did.

The first we would do is try and restore some of the services that were taken out of the elementary schools back in 1974.

MAJOR SERVICES ADDRESSED

Senator D'AMATO. What service do you think is most important to address?

Mr. LILLY. The type of services would be in the form of humanistic educational kinds of counseling activities.

One thing we are finding out, unlike a decade or so ago when parents had support systems in the form of grandparents living next door and siblings really being good role models, we don't have that now. We are finding out that the schools, especially the drug programs, are becoming surrogate parents.

Children need to communicate with one another and we can do that through structured, ongoing group types of activities, a structured program of well-trained counselors providing this type of service.

We have found out, and evaluation reports have clearly indicated, that over a 16- to 20-week session involving children in structured group activities around specific pieces of subject areas, getting at pieces of that function and behavior, to get at certain economic behavior, one is truancy and the other is hanging out with the wrong group, to get those children talking and serving to reinforce each other under the leadership of a trained counselor, will change attitudes and ultimately change behavior.

We have discovered that.

REEDUCATION OF TEACHERS AND INSTRUCTORS

Senator D'AMATO. Wouldn't you have to get into reeducation of the teachers themselves; do you find that that is a need also?

Mr. LILLY. Absolutely.

Senator D'AMATO. How many teachers do you think are qualified to go in and talk about drug prevention instead of showing silly old films where they say, "If you take this and smoke this, you are going to turn green"? That's the way kids perceive it.

Kids know more today than the average teacher. They could tell them what's going to happen, what isn't going to happen.

Isn't that a problem, too?

Mr. LILLY. Yes. I didn't make myself clear.

When I said a teacher, I was referring to a drug counselor, our drug teachers and counselors that have been trained who are now working with our school-based intervention and prevention program.

So the classroom teachers, yes, our districts are engaged in training classroom teachers because I don't care how much money we are able to get, we won't get enough to do everything, so we are training.

HUMANISTIC COUNSELING

Mr. APONTE. Senator, I might add as part of the record, as part of that humanistic counseling, which Levander had pretty much outlined, there was a major portion that I think cuts into the core of some of the major problems we are dealing with, with youth.

In the issue of values and values clarification, we are into a society right now which deals specifically with immediate gratification. The honest to goodness value of delayed gratification has to be reinstilled into our youth and working toward a goal has a reward at the end of it.

At this point we see throughout society immediate rewards for mediocre attacks, and whether it be in the area of sport or in the area of high society or government or whatever it may be, the issues are very clear that we are as a society bent on immediate gratification, whether it be drugs or sex or other kinds of self-pleasing kinds of activities.

The most important part is that aspect which involves youngsters who are into alcohol and drug abuse and into truancy and failing and the like. It is like that child who grew up where everytime the child cried, you stuck a bottle in his mouth. He learned to identify food as the most pleasing kind of thing.

It is much the same way in the issue of what we are dealing with, with children in the sense that the issues of standards and of values have eroded so much in the last 10, 15 years, that the first process that we begin with, with our youngsters, is teaching them something about delayed gratification, that there is a need to work toward a goal, that that work is honorable, that that work is good, that that sacrifice is a major portion of what makes up character in terms of sticking to things and sticking them out.

That has been an issue that has, I feel, become the most significant societal value that has to be reinstilled in our country today, and in our country's schools.

Mr. LILLY. Senator, if I may, may I conclude on how the balance of that $10 million be spent.

That is, we haven't really flushed out the situation involving the high schools. Many of our high schools today can only service the high schools with only one counselor as opposed to 1971, 1972, and 1973, when we had at least two counselors in most of our high schools.

But can you imagine one counselor being compelled to service as many youngsters as we have in the average high school?

Senator D'AMATO. Let me again thank you and the chancellor for your appearance today. We have so many other questions. As a matter of fact, we may submit some of those questions to you, and ask if you wouldn't respond in writing, but the time constraints simply don't permit that at this time.

I thank both of you and also the chancellor for your appearances and for your testimony.

Mr. LILLY. Thank you very much.
Mr. APONTE. Thank you very much.
[The statement of Chancellor Alvarado follows:]

PREPARED STATEMENT OF ANTHONY J. ALVARADO, CHANCELLOR, NEW YORK CITY BOARD OF EDUCATION

ILLEGAL DRUGS ON THE JOB

Thank you, Senator D'Amato and members of the committee. Before anything else, Senator, I wish to express my appreciation for the wisdom and concern you have manifested in calling this meeting and turning to the matter now at hand.

Our focus here today is on youth and schools. But drug abuse knows no bounds of age or avocation. Its shadow falls across American society at large. Regarding the adult work of private enterprise, for example, Newsweek's August 22 cover story noted that—

"Joint by joint, line by line, pill by pill, the use of illegal drugs on the job has become a crisis for American business * * *

" * * * drugs have moved into airline hangers and chemical plants, textile mills and construction sites, boardrooms, courtrooms, newsrooms and nuclear plants * * *

" * * * Companies of all size all around the country . . . are being jolted by a dramatic amount of drug use among perfectly respectable, well-dressed people * * * Most of them are not addicts but executives who take a toot of cocaine in the morning secretaries who share a joint at lunchtime and night-shift workers who swallow amphetamines to keep going * * *

" * * * The cost to the American economy is enormous: nearly $26 billion—including $16.6 billion in lost producivity alone * * *

" Some experts even suggest that one reason the United States is losing its industrial leadership to Japan is that America's work force is so stoned."

Shades of Aldous Huxley. His grim vision of a "Brave New World"—with a citizenry spaced-out on "soma"—is no longer quite the fantasy it once seemed.

As youth tends to mirror the values of its elders—or their lack—these problems clearly are reflected in the nation's school populations. And they are exacerbated by other social pressures and trends, among them:

Soaring numbers of working mothers and single-parent households; decline in the influence of religious institutions on daily life; a withering away of the support system provided by grandparents and older brothers and sisters that was so common in the past.

To an ever-growing extent, this is becoming a land of latch-key children—a new kind of "lost generation" whose members get out of school at 3 o'clock and have no where to go * * * who attempt to make the hours pass in front of TV soap operas or in video-game arcades. Little wonder that the prospect of turning on and dropping out may have appeal.

As guidance and support for the Nation's youth from other directions wanes, education has been increasingly called on to fill the void.

Functions and concerns of the Nation's schools have come to extend far beyond the "three R's." In loco parentis, once a catchphrase, now can be all too literal.

DRUG PROBLEM IN NEW YORK SCHOOLS

For the Nation's schools, the task is vast. And such is especially the case in this city. Enrollment in the New York City public school system, largest in the U.S., now stands at more that 910,000—greater than the total population of Oklahoma City and just below that of Kansas City, Missouri.

Regarding school-age abuse of drugs, including alcohol, an indication of the scope of the problem is provided by these recent data from the New York State Division of Substance Abuse Services, the Division of Alcohol Abuse Services, and the National Institute on Drug Abuse:

One of every four people age 14 and older in New York State has taken an illegal drug or used a legal drug without a prescription.

More than 950,000 of New York State's high school students have used marijuana.

More than 220,000 of these students have used hashish, glue, solvents or PCP, or have made non-medical use of tranquilizers. Fifty-one percent of New York State students have used at least one substance.

Particularly notable, and alarming, it that there has been a significant increase in New York State in substance abuse among younger children in elementary schools. This is the consistent view of authorities across the board: counselors, teachers, principles, PTA, law enforcement.

An estimated 3.3 million teenagers nationwide between the ages of 14 and 27 are considered problem drinkers.

The overall problem is not, of course, new. This city's public school system has been combatting it, on a formal and concerted basis, for well over ten years.

Initially, our efforts depended primarily on "scare techniques." Children were told the devastating effects of drugs on the body, audio-visual materials depicted the sordid life styles, and deaths, of addicts. Guest speakers, many of them ex-addicts, recounted experiences to assemblies and classes.

While this approach was not without merit, it eventually came to be judged not wholly satisfactory. On the one hand, some children's interest became piqued to an extent actually leading to their own drug experimentation.

PROGRAMS DESIGNED TO REACH DRUG ORIENTED YOUTH

On the other, and more importantly, it became clear that an effective program for preventing substance abuse could not be simplistic, but would have to be comprehensive, affective, and humanistic—viewing substance abuse, not as the entire problem per se, but as a sympton of other mental health problems. This was the genesis of today's School-Based Drug and Alcohol Abuse Prevention and Intervention Programs. As the name indicates, efforts are directed at two areas:

Prevention measures include helping youngsters develop sound decision-making skills, coping skills, and communication skills, as well as providing factual information on harmful effects of drug and alcohol abuse.

Intervention services include individual, group, and family counseling to students and their parents.

With New York City's public elementary and junior-high schools organized on a basis of Community School Districts, their programs under the two headings are tailored to the needs of the particular target population. High schools have the separate "SPARK" program. Staff members are trained in detecting symptoms in youngsters which may lead to alcohol and drugs. Manifestations of self-destructive behavior regularly encountered include truancy, street crime, involvement in street gangs, poor family and peer relationships, promiscuity, and poor academic achievement.

Are these programs aimed in the right direction? We believe they are. It may be useful to note these estimated per-capita yearly service costs within various types of drug-related programs:

Incarceration	$30,660.00
Treatment programs (e.g., Phoenix House)	2,100.00
New York City's school-based drug prevention programs	51.90

Do these school-based programs deliver? We believe they do—and so do authoritative independent observers.

In 1978, an extensive state-wide evaluation of school-based programs by the New York State Division of Substance Abuse Services found such programs result in:

Decreased drug usage and truancy; increased ability to relate with others.

With specific regard to New York City, a decrease in use of hard drugs was found.

In 1981, in its "Report to the New York State Legislature on School-Based Prevention and Education Programs," the DSAS attested to these results:

"More positive attitudes toward parents, schools, and selves.

"Better decision-making skills.

"General agreement that the intervention programs are beneficial."

In 1982, Joseph A. Califano Jr., special counselor to Governor Carey, commented as follows in the "Report on Drug Abuse and Alcoholism":

"New York is a national leader in developing school-based early intervention programs. School districts across the nation should follow this lead and establish programs."

Are these programs of New York City's public schools getting the support they merit and need? Emphatically not.

In 1971, under the aegis of Governor Rockefeller, New York State first undertook funding of Youthful Drug Abuser Programs. Monies made available to New York City's public schools totaled $18.6 million in State funding.

Today, 12 years later, the budgeted figure for 1983 stands at $13.1 million—30 percent lower than in 1971, leaving to one side such factors as inflation and salary adjustments.

What are the consequences?

In 1971, drug prevention counselors in New York City's public schools numbered 1,200—hardly an over-supply, in view of the scope and importance of the problem.

In 1983, we find that figure has dropped by more than half—to just 580. In programs such as ours, the loss of just one counselor can be tremendous—and we have lost 620.

Junior high schools—which service a particularly significant segment of the school population with regard to potential for drug abuse—had 2 or 3 counselors per school in 1971. Now, in 1983, the picture has been reversed—and 1 counselor must service 2 or even 3 junior highs. In 1971, almost all elementary schools in the city's 32 Community School Districts had at least 1 counselor. Just three years later, massive budget cuts led to a wholesale pull-out. Today, notwithstanding the mounting reports of drug abuse at younger and younger ages, the great majority of our elementary schools have no resident counselors at all. Counselors are made available only on an "as needed" basis, when some specific individual problem comes to light. By then, for far too many of our elementary school children, it may be already too late.

In overall terms—elementary, junior high, high school—our prevention and intervention programs today can service roughly 250,000 students out of a total enrollment of more than 910,000—a shade above 27 percent . . . barely more than 1 student in 4.

With specific regard to the intervention component, the picture is even more bleak. Available funds permit service on an on-going basis to only 40,000 youngsters—less than 5 percent of total enrollment—less than 1 child in 20.

King Canute of England, Legend has it, was given to standing on the shore and commanding the waves to cease. There seems a painful parallel in the situation of our drug prevention and intervention programs today.

ASSISTANCE FOR CURBING ILLEGAL DRUG USE

Is there a way to turn the tide? We believe there is, and that it warrants the committee's earnest consideration.

First, there seems a clear need for direct Federal funding, in a substantial way and presumably via the National Institute on Drug Abuse, of school-based drug prevention programs.

Although a portion of Federal block grants to New York State may eventually reach such programs, the state may elect to direct the funds to other areas, such as treatment activities.

To date, the sole direct manifestation of Federal support for drug prevention programs in New York City's public schools has been via supplies of a comic book—featuring "The New Teen Titans"—for distribution in the fourth and fifth grades. Some help, of course, but hardly enough.

How much do New York City's public schools need to do a proper job in the drug-prevention area, including reinstitution of adequate coverage in junior high and elementary schools? A preliminary estimate as to an adequate total annual budget, on an overall basis and regardless of source of funds, is in the range of $40–45 million. That compares with the current level of $13.1 million—and $18.6 million in 1971.

Second, and again in relation to NIDA, there is a need for the Federal government to take on a leadership role in the on-going evaluation, coordination, and advocacy of drug prevention programs.

New York City's public school system has learned, through experience, what works. We know how to do the job. Even in the face of woeful under-financing, New York City today has the most comprehensive model of school-based prevention/intervention programs functioning within grades 1–12 in the U.S.

But we believe our skills could be sharper still. By the same token, programs and school systems elsewhere in the country could benefit from what we have learned and developed. Thus, the need for an enhanced role by NIDA in evaluation and coordination, nationwide.

After identifying effective programs, for example, NIDA could create mobile technical-assistance teams. These would be utilized throughout the country, focusing on in-depth training and workshops, and providing specialized assistance at any point from pre-proposal writing to on-going supervision and evaluation.

Thank you, Senator D'Amato, for the opportunity to share these thoughts.

The problem of drug abuse looms larger each day for all Americans—not only educators, but parents, stockholders, taxpayers, and more. It won't go away—and we can't walk away from it.

I hope today's meeting will prove a useful and productive step in a healthy direction.

I hope, too, that it will serve as part of a larger national movement . . . of a basic reshaping of value structures. American society, it seems to me, must come to act on the basis that drug use is not to be condoned . . . that it is not chic . . . that the path of sophistication is not that of the joint, the line, or the pill. Something is rotten—not in Denmark, but right here at home. The time to start turning that around is now.

If there are questions, I shall be glad to respond. Thank you.

PHOENIX HOUSE FOUNDATION

STATEMENT OF DR. MITCHELL ROSENTHAL, PRESIDENT, PHOENIX HOUSE FOUNDATION, AND REPRESENTING THE NATIONAL FEDERATION OF PARENTS FOR DRUG-FREE YOUTH & THERAPEUTIC COMMUNITIES OF AMERICA

STUDENT PANEL

Senator D'AMATO. At this time, I would like to call Dr. Mitchell Rosenthal, representing Phoenix House Foundation, also representing the National Federation of Parents for Drug-Free Youth and Therapeutic Communities of America.

Dr. Rosenthal has with him three youngsters who can and will give testimony regarding their experience with drugs, what effects it has had, what they have done.

For the purposes of this hearing, we will just refer to them as Kenneth, Margaret, and Ron.

Before Dr. Rosenthal gives his testimony, one of the things I'm going to ask Ken, Margaret, and Ron to focus in on, is: Did you find that the drugs led to a new set of friends; what has happened to your friends who kept taking drugs after you gave them up; and have any of them died.

Just think about that.

Doctor, would you please open the testimony and let's hear from the youngsters.

Dr. ROSENTHAL. Senator D'Amato, Senator Hawkins, Congressman Gilman, I am very pleased to be here today and I am especially pleased by the tone and the emphasis and focus that you are giving to this problem.

I am a psychiatrist. I am the president of the Phoenix House Foundation, which is the largest multiservice drug abuse agency in the country. I want to thank you for giving me this opportunity to say a few words about drug abuse, as it is perceived by drug abuse professionals and as it is perceived by parents and to introduce the young people that are here with me today.

I am chairman of New York regional chapter of TCA, Therapeutic Communities of America, which represents the major drug-free community-based treatment programs in the State.

NATIONAL FEDERATION OF PARENTS FOR DRUG-FREE YOUTH

I have also been asked to testify on behalf of the National Federation of Parents for Drug-Free Youth and its network of 4,000 parents and community groups throughout the United States.

This coalition is organized to combat youthful drug abuse and they recognize it as the single greatest threat to the young people of America.

I cannot claim that all the people I represent agree about every aspect of the problem—they certainly don't—or that they all concur with what I have to say.

But they do agree more than they disagree and they have drawn closer together in recent years as parents and they have come to recognize the dimensions of the problem.

As communities have responded to their demands for action and as professionals have been able to develop and implement new strategies on parent involvement and broad community support, the problems we confront can be traced through the numbers that show how many youngsters have used or are using what kind of drugs, some of the questions that you have asked.

REDUCING AVAILABILITY OF DRUGS

But I think it is best gaged in terms of availability, how many kids in how many communities have access to drugs. It is interesting to note that while there has been some decline in youthful drug abuse in recent years, there has been no drop in availability or in young people's perception of availability. Indeed, kids perceive that certain drugs like amphetamines, or barbituates, and even heroin are more available now than they were before.

This subcommittee has already looked into the question of availability and the efforts to reduce availability through more effective law enforcement efforts, and it has learned that whatever reduction in youthful drug abuse has occurred in recent years, probably cannot be credited to law enforcement. What has been effective has been a new awareness by parents, not of drug problems, but of solutions.

The discovery that they can crush youthful drug abuse by taking a united stand against it, by putting demands on their kids by making a no-drug standard explicit and by articulating it clearly; a no-drug standard in schools; a no-drug standard in the community; a no-drug standard by the courts and by local law enforcement agencies; parents and drug abuse professionals are also coming to realize that old questions of strategy are most likely the wrong questions.

We need no longer ask what works best to arrest youthful drug abuse, prevention in drug education, intervention that deals with youngsters when they move past experimentation and are just beginning to abuse drugs or treatment that can rehabilitate kids whose drug abuse renders dysfunctional; we need all of these, we need a comprehensive response to the problem, a continuum of services that can meet the needs of all kids, kids who have never used drugs, those who cannot conform to a community standard of no drugs, and those whose drug use has not only disrupted their lives, but has made them a threat to their peers.

PREVENTION ACTIVITIES AT PHOENIX HOUSE

At Phoenix House we operate such a continuum. Our prevention teams bring drug education into the classrooms of public and private schools throughout the New York metropolitan area. Our intervention program, Impact, deals with kids who are starting to abuse drugs and with their families.

Our step 1 day school provides an alternative for youngsters who cannot be helped in their regular environment.

I am glad to see Congressman Rangel, who has been in the forefront of this fight.

In addition to our regular treatment facilities, we operate Phoenix House's John F. Kennedy High School with the New York City Board of Education. This is a special residential high school, where young, former drug abusers can make up the education they lost and catch up with their contemporaries and regain the educational and career options they lost.

Panel of Young People

INTRODUCTION OF PANEL

I would like to introduce you to some of the young people from the John F. Kennedy School and from the Impact program.

First, I would like to introduce Ken. Ken has been at the Phoenix House John F. Kennedy School for 10 months. He comes from the South Bronx and was a student at the High School of Music and Art when his drug trouble became obvious.

Ken.

STATEMENT OF KEN

Ken. Good morning. My name is Kenny. I'm 17 years old. I live in the South Bronx, which has a very high crime rate.

I started using drugs when I was 15 years old because everybody around me was doing it. I didn't know nobody who didn't use drugs, and I wanted to be part of the crowd.

I attended Music and Art High School, which is a very hard high school to get into. You have to have talent in either art or music, and I blew that, I got kicked out because of my drug problem, also followed by another school which I went to, which I found that drugs were easy to get, you know.

You could almost get any drugs you want.

I moved to cocaine, which I had to steal from people to support my drug habit. My mother saw what was going on and we sat and we talked, and I decided to come to Phoenix House.

I came, they sent me to John F. Kennedy High School in Yorktown Heights. I have been there now for 10 months. I have been drug free for 10 months.

There they teach you how to talk to people without saying, "Come on, let's get high." They teach you how to trust people, they teach you how to, you know, put your self-esteem up.

Schoolwise, I care for my schoolwork now because, as every day goes on, I am getting more into it, and now I don't have drugs in my system and I'm getting my diploma this year coming up. And I am looking forward to the future.

Dr. Rosenthal. Thank you, Ken.

I would next like to introduce Ron, who has been a part of our Impact program for more than 1 year. He attends a large parochial high school in the New York community and comes to our Impact program after school.

Ron.

STATEMENT OF RON

RON. Good morning. I'd like to explain to you about my drug problem and my involvement in the Phoenix House.

My drug problems began when I was 7 years old after my parents divorced.

Senator HAWKINS. Seven?

RON. Seven, and it was hard for me to make friends because I was moving around all the time from State to State and changing schools. So I found it much easier to get friends through drugs.

Senator D'AMATO. Ron, when you started, what kind of drugs were they; did you start with marihuana?

RON. Yes.

Senator D'AMATO. You actually started smoking marihuana when you were 7?

RON. Yes.

Senator D'AMATO. Was there anyone you smoked with?

RON. My brother and friends of mine.

Senator D'AMATO. How old were they?

RON. They were older than me, 11 or 12.

Senator D'AMATO. In other words, you were following the big brother and some of his friends?

RON. Yes.

Senator D'AMATO. Please continue.

RON. After a while I decided to move back to New York with my father, to live with him, and it was very stable. We didn't move from State to State or wherever, I didn't change schools, so I had more friends there I could keep for a while.

But it started, my drug use started to increase again, because I started to hang out with the wrong people. And it became so much that my father finally noticed it and he noticed it because I was stealing and I was failing out of school, I was getting in trouble all over the place.

Senator D'AMATO. Did there come a point where you started to steal things from your pop, too?

RON. Yes; from my parents, from friends, from anybody I could.

Senator D'AMATO. Did you ever steal jewelry or whatnot and try to sell it?

RON. Yes.

Senator D'AMATO. Where would you sell it?

RON. To friends of mine, take it to pawn shops.

Senator D'AMATO. So you might steal something of value. You didn't get much back, did you?

RON. No.

Senator D'AMATO. And it all went into drugs?

RON. Yes.

Senator D'AMATO. You started with marihuana. What other kinds of drugs did you get into?

RON. Basically it was mostly marihuana. I had done drugs like cocaine and peyote and I drank.

Senator D'AMATO. Drinking also, a combination?

RON. Yes.

Senator D'AMATO. Did you find the same kind of pattern, Ken, emerging as you got into drugs?

KEN. Yes; I did.

Senator D'AMATO. The same kind of thing, you began stealing from friends and neighbors!

KEN. Yes.

Senator D'AMATO. You were 15 when you started?

KEN. Yes.

Senator D'AMATO. That was a need because all your friends were involved in it?

KEN. Yes, everybody in my area was getting high, so I wanted to be part of it.

Senator D'AMATO. Excuse me, Ron, why don't you continue?

RON. When I came into Phoenix House, it was a whole different lifestyle. I stopped using drugs and after a while I learned how to make friends without drugs. I learned how to live better with my family, how to communicate with them.

And I'm going to be graduating from the Impact program soon.

Dr. ROSENTHAL. I just want to clarify for the moment, Senator, that Ron comes to Phoenix House after school. He is not in our residential program, he lives at home, goes to a parochial school and every afternoon after school, he comes.

Senator D'AMATO. Let's let the youngsters finish, because I know there are so many questions that Senator Hawkins, Congressman Gilman, Congressman Rangel, and I want to ask, because this is the meat of it, this is what we are talking about.

Let me ask you something. A youngster in the sixth grade told me yesterday—I was shocked—good looking young boy, and I asked, "How old are you?" he said, "Eleven."

"Are you on drugs?" "No."

And I believed him. And I said to him, "What about your friends?" And he looked at me.

And I said, "How many kids in the class?" He said 33.

I said, "How many are using drugs?" He said about 20.

Have you seen similar situations in your travels that there is such a high number of young people involved in drugs?

RON. Definitely. When I was 11, everyone in my class, everyone in my school that was my age, the people that I hung out with were getting high.

Senator D'AMATO. That is the same for you, Ken?

KEN. Yes; I didn't know nobody who wasn't getting high.

Senator D'AMATO. I think the American public should begin to understand what is taking place, and we are kidding ourselves, if we think it is not.

There is a real mix with alcohol also, isn't there?

KEN. Yes.

RON. Yes.

Senator D'AMATO. It would be a youngster's party that people would go to where you would see the combination of the marihuana and the alcohol. Is that a fair statement?

RON. In some cases, yes, but sometimes there are, like, parents and they kind of watch over everyone. Most of the time it is true, though, that is true.

Dr. ROSENTHAL. Let me introduce Margaret. Margaret has been at the Phoenix House John F. Kennedy School in Yorktown

Heights for 9 months. She comes from Rockaway Park and came into Phoenix House through our Queens Outreach Center.

Margaret.

STATEMENT OF MARGARET

MARGARET. Good morning. My name is Margaret. I'm 18.

I'll tell you what drug abuse has done to me. I started drinking at the age of 10 and at that time I was going to Catholic school and my grades just dropped a great deal. The teachers never really suspected me getting high, but basically my mind was always on going out on weekends or maybe I would get high this afternoon or something, you know.

Senator D'AMATO. When did you really start getting high, Margaret—what age?

MARGARET. On drugs?

Senator D'AMATO. Did you actually start getting high at 10?

MARGARET. Ten; yes, I was getting high every weekend.

Senator HAWKINS. What were you drinking?

MARGARET. At that time it was basically just beer.

Senator HAWKINS. Where did you get it?

MARGARET. I hung out with older people, mostly about 15, and they just would get it, and older, and they would go to the beer distributors and ask a person who was older enough to buy beer and maybe go in and get a six-pack or a case.

Senator HAWKINS. Did you go to somebody's house?

MARGARET. I lived by the beach and we went basically on the boardwalk or underneath the boardwalk or down by the water, anyplace we could go where the cops wouldn't find us, behind a building.

Senator HAWKINS. Did the teachers say anything to your parents or to you?

MARGARET. They always called them in and at that time my mother wasn't realizing I was getting high. They just thought I was a lazy person. They thought I was too young to be getting high at that time.

But after a while when I was about 12 or 13, my mother noticed a big change in my attitude, in my appearance, the way I was walking around, moping.

She would let me out of the house and I was very happy about that. So she would talk to me a few times, asking me if I was taking drugs and drinking and I denied it.

And I started rebelling against her. I didn't want her to find out. "All you're doing is nagging me," you know, and I started going out a lot and not really coming home and staying out overnight at a friend's house and never tell her where I was.

And I was going to a business high school and I never got to finish the business school because I was getting high at school all the time. I was even bringing in little bottles of liquor.

I started using hard drugs, PCP, angel dust.

Senator HAWKINS. Mixed with the alcohol?

MARGARET. Mixed with the alcohol, marihuana, LSD, ups, valiums, anything I could basically get, I was mixing with the

alcohol too. And my mother was getting very disgusted because I had stopped going to school.

I wasn't working, and at one point of my life, I started stealing a lot because I wasn't making any money to support any of my habits. And I had got in trouble in a few times with the cops—arrested.

And my mother was very disgusted with me and she told me if I don't get any help, that she didn't want me living in the house anymore. And that's when I decided to go to the Queens Outreach Program. And they suggested Phoenix House to me.

And I have been at Phoenix House for 9 months now. I am a student at the John Kennedy School in Yorktown Heights and I have been drug free for 9 months.

I'm a straight A student. I love my school work, which I am really surprised. I am really getting into my schoolwork and I plan on sticking it out until I feel I am well enough to go outside again.

Senator HAWKINS. You are 18 now?

MARGARET. Yes.

Senator HAWKINS. You started so young on such a terrible path. There is a feeling out in society among some of the citizens that maybe we should legalize marihuana and then we wouldn't have this problem.

LEGALIZATION OF MARIHUANA

Everyone, I guess, agreed that alcohol was no problem after they legalized that. I would just like to know individually from each of you, Ken, Ron, and Margaret, if you feel we should legalize marihuana.

Would that solve the problem?

MARGARET. No; that would make it so much worse because what would happen is people would be, like, walking into a store and buying a pack of cigarettes, let me get a pack of joints. And little babies, little kids, they haven't even started growing, will be getting hooked on this.

And after a while, you smoke marihuana, your tolerance gets real low, you are addicted to the habit of getting high. You'll need another drug to substitute for that because you're not getting high from the pot anymore.

That would be the worst mistake I feel you could make.

Senator HAWKINS. What do you think about that, Ken?

KEN. I feel somewhat the same way as Margaret because it seems like it's legalized already because everybody is using it from all ages. I think it would be a big mistake if it is legalized.

It's rough.

Senator HAWKINS. Ron, what do you think?

RON. I think that would be a terrible mistake because it would be much more available and, as Margaret said, people would have to go to more powerful drugs. And I just think it would be a terrible mistake.

Dr. ROSENTHAL. Legalization implies that there is in some way either a possibility of controlling it or that maybe it is safe and not harmful.

One of the reasons that we see kids here of this age who have gotten into such trouble is that we have come through 10 years or 15 years of mythology in believing that people can smoke marihuana without ill effects, either psychological or biological. It is only in the past 5 years that we begin to see an overwhelming amount of evidence that we are having the great American tragedy because of this nonsense that marihuana is a relatively benign drug.

I think that what Ken, Ron, and Margaret experienced is really not unique to New York City or other large cities. It exists throughout the entire country in every community, large or small, rural or urban, and in every kind of school.

It is probably hard to find a drug-free school in the United States, and while there has been some decline in the amount of youthful drug abuse that persists, the amount of drug abuse that does persist is awesome.

I know you are familiar with the NIDA studies that show nearly 65 percent of high school seniors have used drugs at sometime and close to 45 percent are current users and have used drugs within the last year. I know that you have studied, looked at studies that have shown the age of onset countinues to drop and how youngsters are being introduced to drugs at lower and lower grades each year.

The question is, What is the effect of all this drug use among adolescents? We know the cost to the individual, but what is the cost to society? We can't look at crime alone, although the relationship between crime and drugs is very well documented but less well documented, and I think one of the reasons for this hearing is the impact of drug use on schools and on colleges and on universities and in the workplace.

DRUG USE BEGETS DRUG USE

Senator D'AMATO. Doctor, let me ask you something: You have heard the three youngsters who indicated they got involved in drinking, marihuana, a combination, and the young lady indicated that she could not get enough of a high from marihuana and moved on.

How many have had that experience, how many cases have come to your attention. Is that pretty much the norm, that there is a pattern with at least a certain percentage that moves from the high that comes from marihuana and finds that at some point that is not enough, and then moves into more addictive or additional kinds of drugs?

Dr. ROSENTHAL. Senator D'Amato, there is no question that drug use begets drug use. I think Senator Hawkins indicated in her remarks, that what happens in the normal growing pains of adolescence that we have come to, our kids have come to medicate with the drugs of adolescence, mainly marihuana and alcohol and other drugs in the same way that the adult population medicates and self-medicates with tranquilizing drugs.

We have this then at all ages, both illegal drugs and legal drugs. There is a stepping stone.

Kids today drink beer differently than you drank beer when you started to drink because kids who have learned to expect a certain kind of high with marihuana when they then go and drink beer, they try and get the same kind of high with beer. In addition to marihuana, most kids who smoke it use another drug other than alcohol, so multiple drug use is really more the rule than the exception.

As the kids here said this morning, they didn't know anyone in their schools who was drug-free.

NO DRUG-FREE SCHOOL SYSTEMS

Senator D'AMATO. Let me ask you this: Again, as someone who has been involved for so many years in this area, do you find that pattern not just in inner cities, but suburban schools, and private schools?

Dr. ROSENTHAL. Senator, I have traveled all over the United States in the last 10 years as part of the work that we do, and I have been to small towns in Texas and Iowa and Minnesota and in Maine and in California.

There is no town, there is no school that I have seen that is drug free. It is a national problem and I agree with your remarks this morning, it is the worst national problem we have.

PREVENTION SOLUTION IN SCHOOL

Senator D'AMATO. I want to recognize Congressman Rangel who has done so much work in this area and created a public perception and awareness: It was always known as a ghetto problem. Now that it is a national problem, it still seems to me, the people want to sweep it under the rug. Congressman, we have kids dropping out of school, and parents who don't want to believe it, and don't want to see it.

Public officials don't admit there is any problem in their school or their community or their town because maybe they are stigmatized.

That's all nonsense. What would you do in the area of prevention? I am not talking about locking them up and cutting them off in the criminal justice system, but about schools and other programs. What would you do, what do you think we should be doing first and foremost; how would you attack this problem?

DRUG USE NOT TOLERATED IN MILITARY SERVICES

Dr. ROSENTHAL. I think that we have to be giving a bigger and more united message that we mean business.

The U.S. Army was plagued with the problem of drug abuse and in other branches of the service. I don't mean to single out the Army, but they and other branches of the service have made it clear now that if you use drugs, they will either throw you out, you won't get promoted, you won't get special schooling or special assignments, and they have made it clear that they mean business.

I think that our schools can do the same thing. I think that for instance colleges which are very particular about who they take in their freshmen class, they look at SAT scores and they look at

health records, they ignore the issue of drugs. They don't make drug abuse one of the criteria for admission.

Colleges and college recruiters could go into our high schools and say. "You know what, if you use drugs, we will not accept you. If you use drugs, we will throw you out."

I think that businesses can do the same thing. I think industry is going to have to do that. Industry is going to have to go into our colleges and go into our high schools and say, "You know what, we are no longer going to tolerate drug abuse in the industrial work place."

We have had a lot of businesses which have suggested and very maliciously relay that if people use drugs, somehow it increases productivity, so that it is swept under the rug a bit.

DRUG USE IN ENTERTAINMENT BUSINESS

This is terribly true in the entertainment business and in fields where they get a great deal of amplification. As a result, there is an unconscious conspiracy of creative people not to minimize the amount of drug dysfunction that is caused throughout the country and to maximize pleasure.

So we see movies that mythologize the fun that people are having with drugs and we don't see films that adequately portray the amount of family anguish that occurs throughout this country because of drug use.

Congressman RANGEL. I might add, Senator, if I may.

Senator D'AMATO. Of course.

Congressman RANGEL. Somehow we haven't been able to get through on an emotional basis. The families and communities seem to be unable over the last decade to get any sense of national priority, but if somewhere in our communities we can just accumulate the amount of American taxpayers' dollars that are going into our jails, our court systems, not even to talk about the crimes that are being committed; if we can't get on the humane agenda, maybe we can get on the economic recovery agenda.

Senator D'AMATO. That is not a bad idea, given that people are just going to simply talk about the hard core dollars and cents, that that might be the answer to accumulate those.

Mr. Congressman, I know you would like to make a statement and ask questions.

Congressman RANGEL. I appreciate the courtesy that has been extended to my dear friend and colleague, Ben Gilman, and certainly with Phoenix House that has provided the leadership and shown that our young people can be served.

It is more important for the lives of our young people not just for ourselves but for the future of the city and country. Ben Gilman and I do hope to have an opportunity to share with you our experiences in South America, but it is encouraging for the people on the front line, our youngsters and those that are supporting their efforts to be drug free, to know that even though the Congress has not responded, there are many people who are concerned. We are not giving up the fight because it is very difficult for you to tell your family, your peers and your friends that you found a new way

of life, to find the older people and the politicians turning their backs on you.

So I think these hearings are so important, not just for the people to participate, but so the official people who cannot find a way down here, that their country still feels. Thank you for the job you are doing. It makes my job a lot easier.

Dr. ROSENTHAL. We are doing what we can.

SMOKE SHOP

Senator HAWKINS. While we are in New York, let me ask Ken: Do you know what a smoke shop is?

KEN. Smoke shop?

Senator HAWKINS. I have read a lot of articles about how many are in New York City and how available they are. Do you know what a smoke shop is?

KEN. My definition is, it is a place where people go behind society or wherever to sell drugs to other people.

Senator HAWKINS. Are they close to the school?

KEN. Close to everything, they are everywhere. Like I said before, you can get drugs everywhere. I don't know nobody that has not smoked, that does not get high.

Dr. ROSENTHAL. You don't have to look at smoke shops. It is 11:20. Out on the steps of Federal Plaza here we can find people smoking marihuana right here and selling it in trade.

Senator HAWKINS. Some adults would not know where to start if they wanted to start on any kind of drugs, and yet like you say, the young people are so experienced and it is a new field entirely for the parents to relate to this.

I am told I can walk outside, like you just said, Doctor, down the street, Wall Street, wherever I want to at noontime and that is prevailing, and indeed the pot can be absorbed in your skin while you walk down there.

I just think to accept this for citizens of New York City, of the State of New York or American citizens to accept that these shops are available, that they are open; we argue about whether there are 2,000 or 800. I am outraged as a parent and as a citizen and as an elected official that anyone would tolerate smoke shops in the city of New York.

I cannot accept it. I think until we raise that priority, if the parents themselves with those young people who seem to have a better understanding than the parents have to band together and go downtown and shut them up one at a time without a law enforcement official, but just go shut them up unofficially and stand guard like the old posses used to, that's what they should do.

Dr. ROSENTHAL. That's the only thing that's going to bring about the public pressure, because behind the smoke shop and this particular kind of outrageousness, you have lots of small dealers who are peddling, in addition to marihuana, they are dealing every drug that we know about and unfortunately our police and our special narcotics forces do not have the resources to go out and arrest and get quality arrests on all of these cases.

It is going to take a change in public attitude and where towns and parents have come together around the schools, that is why I

think the school is such a good place for this to start where parents have taken a stand. They have closed down smoke shops, they have changed laws relating to head shops and over the last 5 years we have seen a growth of the parent movement across the country that now represents thousands and thousands of people.

Ten years ago we didn't have one parent group in the United States.

Senator HAWKINS. No, and you are to be commended, Doctor. I do appreciate it.

Thank you on behalf of the Senate, and mothers, and fathers, and children everywhere for your work with the parent groups. My friends the Bartons from Florida, we can't thank you enough for being on that front line long before it became a national priority.

FINAL COMMENTS OF PANEL

Thank you, kids, for coming and sharing. If each one of you had one thing to tell a young person out there who was thinking about joining her peers on drugs, what advice would you give them?

RON. One thing?

Senator HAWKINS. Yes.

RON. Don't do it.

Senator HAWKINS. It's not worth it?

RON. I can't do it right now, but I would tell them what happened about myself and what happened to me.

Senator HAWKINS. Like a missionary.

Margaret, was it worth it?

MARGARET. I'd tell them, you know, that they better think twice about what they want in the future too. It wasn't worth it.

Senator HAWKINS. You kids are really lucky that you became aware of what was happening, and you corrected your lives, and had help, because you are just a modest number. Most kids are still out there.

Ken, what advice would you give your friends?

KEN. It is not worth it, the same thing.

Senator HAWKINS. Thank you so much.

Congressman GILMAN. Dr. Rosenthal, I want to commend Phoenix House and commend Ron, Margaret, and Ken for their willingness to come forward to describe their involvement with narcotics.

Phoenix House has been doing an outstanding job. I just wish we had more narcotics rehabilitation centers like Phoenix House to underscore the need for drug education and preventive programs. Particularly I am very much pleased with the statement you made showing the need not just for intervention and not just drug education and not just rehabilitation, but a combination of all of these important factors in our war against narcotics.

Of course, we add to that in the eradication of the illicit production of drugs at its source and all of the other portions of the battle that make a complete picture in our war against narcotics.

I also welcome your underscoring the need for the private sector to get involved, and I hope that that message is clear out there. It needs the best of all of us to make it work.

Dr. ROSENTHAL. Thank you, Congressman Gilman. There are, unfortunately, many other very fine treatment and prevention agen-

cies here in this city and State and across the United States. They are all suffering now from trouble and that is one of the reasons we are so pleased you are bringing this to the right focus.

Thank you.

RECESS

Senator D'AMATO. We will take a short recess at this time.

[Whereupon, at 11:25 a.m., a 20-minute recess was taken.]

25-522 O—83——3

CONGRESSIONAL WITNESSES

STATEMENT OF HON. CHARLES B. RANGEL, U.S. REPRESENTATIVE FROM NEW YORK

SELECT COMMITTEE ON NARCOTIC ABUSE AND CONTROL

Senator D'AMATO. This committee hearing will come back to order.

At this time I am going to ask Senator Hawkins if she would continue to chair this hearing for me.

Two of our distinguished colleagues have a pressing engagement and we will call upon them, but I am going to ask that Congressman Gilman and Congressman Rangel make available your report to the committee. Then we will hear from the witnesses.

Congressman RANGEL. Senators, Ben Gilman and I welcome this opportunity to report to you briefly the findings of the Select Committee on Narcotic Abuse and Control and our study of Latin America and Jamaica from August 6 to August 21.

We are in the process of drawing up our committee report, but because of some of our findings, we are meeting with the State Department in order to assure that the report has a positive rather than a damaging effect on the relationships with the countries that we had an opportunity to visit.

We look forward to working with your committee in joining our efforts and resources in seeing whether or not we can focus the proper attention on this as a domestic issue, but just as importantly to make certain that it has high priority on our foreign policy agenda as well.

We knew before we left that 80 percent of all the marihuana that is being consumed and all the cocaine entering the United States is coming from this part of the world, and so we were able to meet with the heads of government in four of the five countries that we visited. We met with all of the ministers and attorneys general that were responsible for the criminal justice systems.

Some of us left thinking that we were dealing with farmers that were scrapping for a way of life, and that marihuana and coca plants were really just something that they needed in order to survive.

We were shocked to see the sophistication of the cultivation in all of the countries that we visited. We were shocked to see that many of the so-called farmers were hired hands, making more than the public officials and certainly more than the police.

It was incredible to see the advanced equipment that was being flown into certain of these areas by helicopter, which is not a small, peasant, farmer-type of operation. And we have seen how in every democratic country that we have visited, how the narcotics traffickers with the enormous amounts of money that are involved,

have formed coalitions to erode the very foundations of the governments that we are supporting.

Whether in one country they are called terrorists and in another country they are called Communists, the fact is that they contribute heavily toward the political structure of these countries to such an extent that in one of the countries, two of the Members of Congress were actually drug traffickers as opposed to any number of public officials that were elected as a result of drug trafficking money.

In one country we were shocked to hear the head of that state point out that they were not prepared to eradicate any crops because of the political implication of the impact it would have. In this very same country the head of state shared with the committee that even where the cultivation was on government property, even where the illegal airstrips, that is, the pickups and dropoffs, were on government property also, and notwithstanding the vast amount of moneys we are sending in foreign assistance to this very same country, that they would not retaliate against this criminal behavior for fear that the criminal element would retaliate and bring down the government.

The committee pointed out, and Ben Gilman attended and provided leadership in all of these meetings, that each one of these nations had an international obligation to the Single Convention on Narcotic Drugs of 1961 that the Congress has spoken with one single voice in the House and Senate, and not only the Foreign Assistance Act which Congressman Gilman helped to draft, but certainly in the Caribbean Basin Initiative, where language was put in by the Senate; these countries said that no matter what we wanted to do, this particular country, they did not want to be identified as being a puppet of the United States in eradicating narcotics.

Senator, I tell you that the corruption that exists from local police to the national police was shocking to see. The corruption and erosion of justice in the political system is something that I think frightens the free world.

MEXICO

There was good news in the report that Mexico had expanded the technology that has been used to eradicate the opium plants, and they are now providing 75 percent, at least they are down now to the one-third figure and they are open now to accept other resources and technology in order to improve that.

PERU

In Peru they have been hit by drought and flood, but the Government has no commitment to the single convention, and we are hopeful that our embassy there will assist Peru to draft a plan to bring the enormous production under control.

BOLIVIA

In Bolivia, under the leadership of Ambassador Corr, we were pleasantly surprised to see that 4-program agreements have been

signed by our Government with the government of Bolivia providing assistance and technology and hopefully we will see a first step in bringing the production of coca under control.

COLOMBIA

In Colombia, which is the most sensitive part of our report, and in Jamaica, we hope to meet next week, Ben Gilman and I, with the representative of the Secretary of State where they have indicated, because they have known the result of our mission by cable, to find out what we can do collectively without just breaking the relationships that we enjoy with these countries.

The shocking thing is that in many of these cases there is no plan for eradication, they are receiving U.S. assistance, and we just hope that by next week we will be able to write a report that we can share with our colleagues and to see what we can do about it.

I would ask Ben Gilman who was the ranking minority member but who has been with the Select Committee since its inception and worked on the drug problem when we didn't have a committee, we are really not Republicans and Democrats—and without him the mission could not have been as successful as it actually was—to share in the presentation.

STATEMENT OF HON. BENJAMIN A. GILMAN, U.S. REPRESENTATIVE FROM NEW YORK

Congressman GILMAN. Thank you, Chairman Rangel, and Senator Hawkins. I want to first of all commend Senator Hawkins and Senator D'Amato for holding this hearing here in the metropolitan area and for your efforts in helping to focus attention on the drug problem not only in our region but nationwide.

We know that you are both highly committed to combating this evergrowing problem of drug abuse and drug traffic. We certainly welcome joining you on this panel and the opportunity for our two committees to work together on this terrible problem that has been undermining not only the youth in our own Nation but governments throughout the world, as Chairman Rangel pointed out.

The Select Committee's hearings on drug trafficking and abuse in the northeast that were held in this very hearing room on June 20 helped to underscore the growing problem in our area and some of the needs for law enforcement and for education and for rehabilitation. I welcome hearing the panelists today that further expand upon these needs for our own area.

FACTFINDING MISSION TO LATIN AMERICA

I want to note that our factfinding mission to Latin America gave us all reason to expand our efforts in the Congress. We went to the Latin American region, we regretted that Senator Hawkins was not able to join us because of her recent disability, but we went to Latin America knowing that we were going to find a problem area.

We went to the drug producing areas of Mexico, to Peru, to Bolivia, to Colombia, to Jamaica. We knew they were problem areas,

but we were appalled at how expansive and how massive that problem was upon our return, as Congressman Rangel has pointed out.

We met with a number of high officials, we met with four presidents, a number of cabinet ministers, foreign ministers and attorneys general and local law enforcement officials. We flew over the drug producing areas. We went into the jungles and into the area of Jamaica where there was a substantial growing area.

CULTIVATION ON INCREASE IN LATIN AMERICA

We went into the Colombian areas of marihuana production and coca leaf production and we found not just large fields but massive fields. It was expanding rather than diminishing.

No one really knows how much marihuana and coca is being cultivated or exported from those areas, but we do know that the coca production in Bolivia exceeds the export of tin in Bolivia, their major production, and it exceeds the coffee exports in Colombia and it is a substantial part of the economy in Jamaica.

Contrary to reports of marihuana and cocaine production decreasing, as a result of our mission, we recognize that the cultivation of these dangerous substances is on the increase. The conception of marihuana and cocaine are derived from 1981 data and I think that we have got to do a lot more in bringing our data up to date and having a better handle on just how extensive this exporting is.

I know that our committee is going to endeavor to do that when we get back to work in mid-September. We look forward to working with your committee, Senator Hawkins, in trying to get a more accurate analysis of just what we are confronted with, the enormous profits from this trafficking measured in billions of dollars, not millions of dollars.

CORRUPTION IN HIGH LEVELS OF GOVERNMENT

It is corrupting the highest levels of government throughout Latin America.

We were appalled, for example, to have had a very fine meeting with the Minister of Justice in one of the countries and we were impressed with his program and what he was planning to do. Just several days after we left that country we were shocked to read that he had offered his resignation because he was being charged with having received substantial contributions from drug traffickers.

That was a typical problem that we met throughout Latin America. There is a growing recognition, we are pleased to report, among certain drug producing nations that they are no longer isolated in the problem. They used to point the finger to the consumer nation as, you know, if it wasn't for the great demand in the United States, there wouldn't be a problem here.

There is a growing inner recognition that they have a problem at home, and I think that that recognition is underscored not only by the political corruption of the drug traffickers being involved in the politics of their government, but the fact that they have a growing number of consumers among their own young people and there is also the growing relationship between terrorism and narcotics

trafficking. A great deal of the terrorist activity today is being financed by the profits from drug trafficking, so it is these factors that are beginning to awaken some of the Latin American administrations, that they have to do more than they have done in the past in attempting to join in an outright war against the traffickers.

ANDEAN INITIATIVE

We found, too, that there is an awakening for a need for a regional Latin American strategy, and they are beginning to talk about an Andean Initiative.

There was a resolution at a recent Andean meeting to combat drug trafficking. As a result of our mission to Latin America, we developed with our colleagues, our parliamentarians from those countries, a proposal that they initiated, to have an interparliamentary Andean group work on narcotics.

The State Department has already had some interest in it. We hope our colleagues in the Senate will join with us in fostering that proposal. I think some good can come out of that cooperative effort.

So I think that as we look back on our recent mission, we find that the problem is not diminishing; it is ever-growing and it needs a great deal more attention from our own administration in trying to eradicate narcotics at the source, which is probably one of the more effective methods, but so too we can't neglect the need for education, rehabilitation and interdiction in our own country in order to, as one of our former panelists pointed out, wage war against narcotics. This requires attention from all of us because the victims of that war are our young people and we are all concerned about trying to limit the number of casualties from that war.

ILLEGAL DRUG PRODUCTION IN THE UNITED STATES

I might add that after traveling to Latin America, I was appalled when I came back to find in my own township that they had a growth of some several millions of dollars in marihuana that the State police were engaged in destroying. This morning I picked up a newspaper; in our own good New York State they reported some further growth of marihuana crops, and out in California another $46 million in marihuana was found in a corn field.

So our own Nation has become not only a consumer nation but a producing nation, underscoring the need for even greater efforts in that direction.

Thank you, Senator Hawkins.

Congressman RANGEL. Thank you, Senator. No one knows better than you what can happen to one of our sovereign States, and it can happen to nations.

Senator HAWKINS [presiding]. I thank you gentlemen for leading that delegation. That is a long trip, I know it was hot, and it is a tremendous service to the citizens of this country.

As you know, I have an amendment on a foreign aid bill which denies any aid to any country that is involved in producing illegal drugs. It has caused a lot of tension.

We have had to have it translated into Spanish and distributed everyday at my office to visiting Latin American countries that want to know if I am serious. It has caused a lot of tension.

I told them yes, I am serious, I am a supporter for it. That is the only way we are going to get their attention, and that is one important point.

But it is like putting your finger in the dike. Everyone at this table understands how many fingers you need.

They are growing it in barns and in your neigborhood and my neighborhood.

I had hearings in Mississippi last month where the State narcotics division leader said that the domestic production in Mississippi had increased 37 percent last year. He can give me a statistic how domestic production in Mississippi is going, and we are holding hearings with parents and children trying to stop all this. The State of Mississippi can't get its own problem under control, just like I am incensed really with the smoke shops that I read about.

All of this is the tip of the iceberg, and it takes such a constant focus and attention.

Our attention as elected representatives, as you see today, has been diverted by the Soviet shooting down of a Korean airliner and being involved in that, and we will get involved in something else tomorrow. It is my devoted attention that I must require that I never lose sight that drugs is the number one problem.

I may be diverted, but I am devoted and dedicated to making it the number one problem in the United States. When I am with the President I bring it up, when I am with the Vice President I bring it up. I am getting to be the Senate nag.

In Congress, many are willing to go down there to Latin America. I read it is called a junket. I tell you, it is a lot of work and you bring back good information.

All the people who have testified here today, kids especially who are willing to admit their downfall and also their turning around that there is hope, this panel is very important today.

We appreciate your patience while we had the report from the congressional committee. This panel is very important.

We need to hear from Inspector Ryan. I understand he has an appointment. We all are operating on a time clock.

NONDEPARTMENTAL WITNESSES

STATEMENT OF INSPECTOR DENNIS RYAN, COMMANDING OFFICER, NARCOTICS DIVISION, NEW YORK CITY POLICE DEPARTMENT

OPERATION 3R'S PROGRAM

Senator HAWKINS. Inspector Dennis Ryan is the commanding officer of the Narcotics Division of the New York City Police Department, and we would like to hear from you at this time.

Inspector RYAN. Good morning, Senator, members of the panel. I thank you for coming to New York to address this problem of narcotics, which has been a serious situation in the city for a while.

The problem of narcotics abuse is something we have been addressing in working closely with the school people and other city officials at the office of substance abuse. We have been in the process the last few years of running an operation aimed directly at problems in and around schools in the city of New York.

In the 2 years that we have been running this program, called Operation 3 R's, we have arrested almost 8,000 people for selling narcotics to students of schools throughout the city of New York.

The vast majority of those people are not students in those schools; they are people who hang around in the school yards and streets that children take going to school.

It is a serious situation and we have been addressing it. But the problem continues. The situation in terms of availability of drugs is absolutely scary.

I am happy to hear that both Congressman Gilman and Congressman Rangel had some positive things to report about maybe some of the source countries being able to dry up the flow of narcotics into this country. What we are doing here is a holding action.

We are doing what we can do to solve the situation, the visible situation in the city. The real solution to the entire problem is to prevent the drugs from coming into the country.

We work very closely with customs and the New York task forces that have been established by Vice President Bush and Chief Murphy. We are working very closely in getting the narcotics from coming in.

ILLEGAL DRUGS IN SCHOOLS WIDESPREAD

As I say, the schools are a problem. There is probably not one school in New York City that we can put our finger on that has no drug problem whatsoever. Some are more serious than others, as we indicated this morning. The type of drug use that the school in many cases has depends upon the neighborhood that the school is located in, and we see in certain sections of the city where the children will be involved with either heroin or cocaine and in other

places we find them using marihuana or angel dust, but there are no schools that we are aware of that have no drug problem.

Our problem with it is that we have to continually recruit young police officers to act as undercovers to make buys at these locations.

We are trying all the time to look for young police officers who can fit in and around the school and will not look obviously suspicious.

FINANCIAL DRAIN ON CITIES TO FIGHT DRUG PROBLEMS

So far we have been very successful.

One of the serious problems we face is probably with every major city in the country, a tremendous financial drain on the city to support our narcotics efforts. In terms of personnel, money to make buys and prosecutions is becoming scarce.

We talked considerably about it and hopefully we will be able to receive some financial aid from the Federal Government in order to support this situation.

SMOKE SHOPS

We addressed earlier somewhat the smoke shop situation that people ask about. We anticipate that, we know that throughout New York City there are approximately 700 to 800 of these smoke shops, the vast majority of them being in Brooklyn, 400 to 500.

What they are simply, are stores and many in abandoned buildings and many in neighborhoods where the business has left and the stores are not being used.

People will then take over the store, build up the inside fortifications either with very thick plexiglass, steel or concrete walls.

We have some photographs here if you would like to see what a smoke shop looks like. They will go in there and sell marihuana mostly.

There are a number of reasons for the fortifications. Primarily, they are to prevent the police from getting in very quickly. What, in essence, happens is we have to break our way through the walls to get in there to arrest the people selling the marihuana or whatever they have, and by the time they get in, they have a tremendous opportunity to destroy that evidence that's in there. So we have a very, very difficult time with smoke shops.

We have been very fortunate recently in New York City in that we have been able to use civil action, the public nuisance law and Nuisance Abatement Act to begin civil actions against the people who rent or use these stories and the landlords where there are substantial fines and a civil penalty beyond criminal penalty; because almost without a doubt, the criminal penalty in terms of marihuana and smoke shops is nil.

There is a small fine, $50 to $100 for selling marihuana. Even where we make felony arrests, they are reduced to misdemeanors in the courts and you pay a fine of $50 or $100; it's just the cost of doing business. It is something similar to paying your light bill.

So we have gone into a civil action with the city administrator and corporation counsel where we are going civilly and filing civil suits against these people.

In essence, what happens is the city becomes the landlord of the building and forces the landlord to evict these tenants.

If it doesn't happen, there are substantial fines on the landlord. In addition to that, depending upon the circumstances, what happens is we, in the city, can prevent the landlord from renting that space for a period of 1 year.

So we are now entailing the cooperation of the landlords in closing up these smoke shops.

Our initial indication is that the first 100 cases that we have put through the civil court, we have been very successful in getting the cooperation of the landlords and having the places closed; but to do it simply through criminal action, we have not been very successful.

For the 2½ years starting in January 1981 to the end of June 1983, we have made 8,400 arrests in smoke shops and not one closed until we went into civil action.

Senator HAWKINS. I didn't hear you.

Inspector RYAN. We made 8,400 arrests in the smoke shops but up until now, we did not have the power to actually go in and close up a place until we went into civil action. From January 1981 to June 1983, there were 8,400 arrests concerning smoke shops.

As a result of those, not one smoke shop actually closed.

Despite the continual arrest activity, some of these smoke shops are raided 15, 20 times a year; what they do is go to court, and I can virtually guarantee you of those 8,400 people arrested, not one went to jail.

They pay a small fine. We estimate that smoke shops can do between $20,000 and $25,000 a day in business. If you watch smoke shops, you will see that they operate somewhat like a bank.

Because of the constant pressure we put on them, they do not keep too much marihuana handy. They may keep 200 $5 envelopes. Once they sell those things, they close down for 10 minutes and a delivery man will bring them 200 more envelopes and take away the money.

It's like Brink's. They are a lot of independent business people. There are some grouped together, we know of people who own 6 or 8 or 10 smoke shops, but generally there are a lot of independent people who are involved in this business.

Senator HAWKINS. Do you know who they are now?

Inspector RYAN. We have known who they are for a long time.

Senator HAWKINS. But you could not get to them because of the lack of the law. The judge is the one who puts them back on the street.

Inspector RYAN. The criminal justice system in New York is so overwhelmed, that when we bring in marihuana arrests, which is a serious problem on the streets of the city, it is not considered a serious problem in the judicial aspect of it, and most of the cases are reduced to misdemeanors. The people plead guilty and in turn they pay a fine.

PENALTIES FOR SMOKE SHOP OPERATORS

Senator HAWKINS. What would you recommend as a penalty?

Inspector RYAN. The primary solution, as we discussed, would be to prevent as much as possible, the flow of marihuana into the country and other drugs.

One of the situations that we have seen with marihuana, as Congressman Gilman mentioned we are now becoming a producing country.

We are finding marihuana growing not only in the forests in California, we have found it growing in the Bronx and in other parts of the city of New York.

One of the things that we can do at the local level, if jail is not a viable alternative because of the overcrowding of jail spaces, the fines have to be substantial, to fine people in the marihuana business, the man in the smoke shop. To fine him $100 or $200 for selling marihuana while he is making $10,000, $12,000 a week or more, is useless because he is going to go right back.

There have to be stronger penalties involved for sale or possession of marihuana.

Senator HAWKINS. Thank you, Inspector, we appreciate that. We are all strong believers in what you are trying to do.

Congressman RANGEL. I must leave now. Thank you for this opportunity to be here, and I look forward to our committees working closer together.

Senator HAWKINS. Thank you, Congressman.

NEW YORK STATE DIVISION OF SUBSTANCE ABUSE SERVICES

STATEMENT OF JOHN GUSTAFSON, DEPUTY DIRECTOR, NEW YORK STATE DIVISION OF SUBSTANCE ABUSE SERVICES

ACCOMPANIED BY:

JOSEPH GRANDE, CHIEF OF POLICE, ROME, N.Y.

FATHER TERRENCE ATTRIDGE, DIRECTOR, OFFICE OF THE SUBSTANCE ABUSE MINISTRY, ARCHDIOCESE OF NEW YORK

DR. EDWARD PIZZO, PRACTICING DENTIST, AND MEMBER, NEW YORK STATE CAPDA ORGANIZATION

AGENCY ACTIVITIES

The next witness on my list is John Gustafson, deputy director, New York State Division of Substance Abuse Service.

Mr. GUSTAFSON. Good morning, Senator.

The agency that I represent, the New York State Division of Substance Abuse Services, is a central agency designated by both Federal and State law to oversee a network of community-based treatment and rehabilitation programs of which there are some 300-plus, and about 150 school-based community prevention programs.

It is the largest State agency set out for these purposes. I would like to abbreviate my testimony considerably and just highlight some of the major points and would ask with your permission that my formal written remarks be entered into the record.

Senator HAWKINS. I appreciate all the witnesses doing that in the interest of time.

[The statement of John Gustafson follows:]

PREPARED STATEMENT OF JOHN GUSTAFSON

DEPUTY DIRECTOR

NEW YORK STATE DIVISION OF SUBSTANCE ABUSE SERVICES

I am John Gustafson, Deputy Director of the New York State Division of Substance Abuse Services. I would like to provide you with some information on the impact of drug abuse on communities across the State and also describe some program efforts designed to address the problem. I will begin, however, with some background information on our funding situation.

With the implementation of block grants and reduction in Federal support for human service programs over the past several years, New York State has suffered a significant and disproportionate cutback in funding for drug treatment and prevention programs. In Federal Fiscal Year 1982 when block grant programs were initiated, the Division received only $19.1 million through the Alcohol, Drug Abuse and Mental Health Block Grant, a 32 percent decrease from the previous year. In fact, the Federal share of fiscal support for drug treatment and prevention has always been very small in comparison to the New York State share. Our agency, with a total operating budget of about $160 million, receives less than $20 million annually in ADM Block Grant funds. Therefore, the less the Federal government provides in support of drug treatment and prevention, the more victims and costs there are to be dealt with at the state and local levels.

Despite our efforts to maintain effective levels of all needed services, our system continues to operate at or above 100 percent of its capacity, and extensive waiting lists remain. Many of the FFY 84 budget proposals now being considered would further aggravate, or at a minimum perpetuate, this unacceptable situation. Even if the full amount authorized for the ADM Block Grant in FFY 1984 - $532 million - is appropriated, this would still translate into a 23 percent cutback for drug abuse services from FFY 1980 (see chart). Adjusted for inflation, the level of decrease would be over 30 percent.

If the current funding level of $469 million is maintained, the Division's unmet needs for services will total almost $12 million. Should the full, authorized amount be appropriated, we will receive an increase of $3 million

which will still fall far short of our minimum needs for increased drug-free, methadone treatment and other services. The worst alternative would be the appropriation of the Administration's ($430 million) recommendation. This would result in a reduction of up to $2 million from last year. In essence, this will expand our funding gap for essential services to almost $14 million. Therefore, I urge you, Senator D'Amato, to adopt as a top priority the appropriation of the full, authorized amount of $532 million for the 1984 ADM Block Grant.

During this same period, the drug problem throughout New York State has been escalating. We estimate that more than three million persons (3,231,200 -- 22% of the population) are recent substance abusers. Of these recent users, more than one million (1,479,000 -- 10% of the population) are regular users of narcotic and non-narcotic drugs. More than three-quarters of a million (832,400 -- more than 5% of the population) of the regular users are heavy substance abusers. We project that the number of non-narcotic users will increase almost 20% by 1988, while the number of narcotic abusers will increase almost 10%.

Of the almost one and a half million regular substance users in the State, the overwhelming majority are youth and young adults (see chart). Of particular concern is the increase among the 12 to 17 year old age group. Despite the declining trend in the total number of 12 to 17 year olds, there is a rapidly rising rate of substance use in this age cohort. This trend is also expected to increase over the next several years.

Over the past five years, we in New York have been facing the greatest influx of heroin since the late 1960's and the uncontrollable spread of cocaine sales and use. This significant increase in heroin activity became apparent in 1979 when a new supply of high quality from Southwest Asia became available. DEA estimates that about 8,800 pounds of heroin are smuggled into the United States annually. Of this amount, one-half enters through Kennedy Airport or New York City's waterfront. As a result, the number of narcotic abusers in the State in early 1982 (241,500) exceeds the figure reported just prior to the 1979 heroin influx (213,900) by 13%. This figure represents one-third to one-half of all narcotic abusers in the United States. Other

indicators show increased heroin related heroin related emergency room episodes, up 107% since 1979, heroin/cocaine-related felony arrests up 85%, misdemeanor arrests up 124% since 1980, and increased admissions to treatment programs or requests for treatment services. Currently, heroin admissions account for 72% of all admissions to treatment programs in New York City. Unfortunately, we estimate that we are only able to treat 15% of the narcotic abusers in need of services.

With regard to cocaine, the problem is running rampant nationwide and particularly in New York State. DEA estimates 48 tons of cocaine were smuggled into the U.S. in 1982, an increase of 8 tons over 1981. A 1981 Household Survey, conducted by the Division, shows that the number of household residents utilizing cocaine and stimulants has tripled since 1976. In the past five years, there has been a 300% increase in the number of persons entering or seeking treatment for cocaine abuse. Also, the number of cocaine emergency room episodes has gone from a ranking below 50th in 1973 to the sixth most frequently observed type of incident in 1981. Cocaine is truly the new drug of abuse.

Other alarming trends were revealed through a recent Division study on drug trafficking within a two block radius of 36 randomly selected elementary, intermediate, and senior high schools in New York City. Findings, by school type, included:

- Elementary Schools - There was a progressive increase in the availability of heroin and marijuana, and a continued availability of cocaine and pills, in the areas surrounding these schools. For the first time, hallucinogens such as LSD and PCP were reported available in the areas of two elementary schools.
- Intermediate Schools - There was an increased availability of cocaine, pills and hallucinogens, and a continued availability of heroin, in the vicinities of these schools. Marijuana activity was found in the areas around all of the intermediate schools.
- High Schools - Heroin, cocaine, pills and hallucinogens were observed or said to be available in all the areas surrounding these schools. A great deal of marijuana activity was consistently found in all the surveyed high school vicinities.

Obviously, New York needs to do much with dwindling resources, and considerable efforts have been made. During the first two years of block grant operations, for example, the Division has been able to minimize the impact of cutbacks on our treatment/prevention network by utilizing remaining categorical funding, increasing third-party revenue and implementing various cost containment measures. We have also been forced to cut funding for certain ancillary services and, in some instances, have reduced the treatment capacities of programs. Any Federal dollars added to the ADM Block Grant, therefore, such as the FFY 1983 Emergency Jobs Appropriation, are sorely needed in New York and have been quickly utilized to meet some of this tremendous need for services. Still, more streamlined, cost-effective and innovative programs and approaches need to be developed.

Reductions in support for drug abuse treatment are particularly short sighted considering the cost-effectiveness of such services. In New York State, the average annual cost to government in direct welfare payment and lost taxes for a single, unemployed male substance abuser is over $7,000. Also, the cost of crimes committed by an active heroin abuser not in treatment is estimated at over $26,000 per year. For those drug-involved offenders that are apprehended, law enforcement costs in the State average $3,200 per arrest, including police, judicial and legal costs. And should the arrestee be incarcerated, the costs per inmate average about $19,000 per year.

Substance abuse treatment offers an alternative that is considerable less costly to society and offers the opportunity for rehabilitation. The average cost of treating a heroin addict is only $2,840 per client annually. Prevention services cost even less per person reached.

A good example of a new program effort - geared to increase services at a minimal cost to State taxpayers - was recently initiated by the Division. In October of 1980, we in New York convened a statewide group of representatives from the private sector to analyze the heroin problem in the State and make recommendations on how the private sector can be involved in drug abuse prevention. In 1981, we expanded the membership of the group, then named the Citizens Alliance to Prevent Drug Abuse (CAPDA) to reflect a broadened role in the prevention area. In March 1982, with the assistance of CAPDA, the Divi-

sion initiated a statewide media campaign entitled "Open Your Eyes". The campaign consists of PSA's, posters, brochures and other printed materials which contain a toll-free number that individuals can call for additional information and assistance. For almost three years, we have been providing technical assistance to interested parent and community groups to help them develop effective local prevention strategies. With the assistance of CAPDA members, we are also working to access private sector support for these activities.

The major thrust of the Division's community prevention effort involves a comprehensive training and technical assistance system developed to assist new and existing community groups. The system is geared to meet the needs of groups and solidify their community prevention efforts within the limits of available resources. Training and assistance packages are designed to help groups assess their own needs, idc ify the type of resources needed at a given point in group development, and match appropriate local, Division or other resources to the needs of the particular group.

This technical assistance and training is provided to groups in the following ways:

. Preliminary Assistance - Staff are available to assist new groups in the development of a cohesive structure, an awareness of community resources, and provide a general framework for the undertaking of community prevention activities.

. Organizational Development Training - This series of five programs will help groups define specific goals, objectives and action strategies. It can be delivered in a multitude of formats depending on the specific needs of the groups.

. Information and Skill Building - Group training is provided to assist in the development of skills needed to implement defined action strategies. Content will depend on the projects selected by groups, and the skills and knowledge needed to effectively implement the project.

The Division has also developed some informational materials to assist groups in their development. The self-help booklets entitled "Community Organizational Guide: A Framework for Community Involvement in Drug Abuse Prevention," and "Planning and Organizing a Drug Abuse Event in Your Community"

were produced to provide detailed information about organizing community involvement and awareness activities.

To date, the Division has provided assistance to over 100 volunteer community groups located in 30 counties and each borough of New York City (see chart). These groups have conducted over 600 activities involving more than 110,000 participants. Activities include drug abuse awareness events and local fund raising efforts. In addition, agency staff have participated in 24 conferences and local health fairs reaching another 19,000 community residents.

Two examples of community action groups are the Glen Cove Citizens Committee Against Drug Abuse and the Clinton Parents Support Group. The Glen Cove group has been conducting prevention activities for over two years now. One major effort has been the development of a parents support network. This network has been conducting informational and educational workshops, developing alternative activities, such as bike trips for kids and setting up a help line that parents can call to talk to someone who has experienced similar problems with a drug-involved son or daughter.

The Clinton group developed from a single effort to have drug abuse intervention counseling services instituted in the Clinton High School. The concerned citizens presented a petition with over 400 signatures requesting services. The effort was a success. They now have an on-going information series, they are developing a resource directory, they have worked with the Rome Mayor's CAPDA group and have linked with the Oneida County Youth Coalition.

In order to explain the statewide CAPDA group effort and some local projects in greater detail, three CAPDA members have joined me on this panel today:

. Rev. Terence Attridge, Director, Office of Substance Abuse Ministry

. Mr. Joseph Grande, Chief of Police, Rome, New York

. Dr. Edward Pizzo, Staten Island, NY

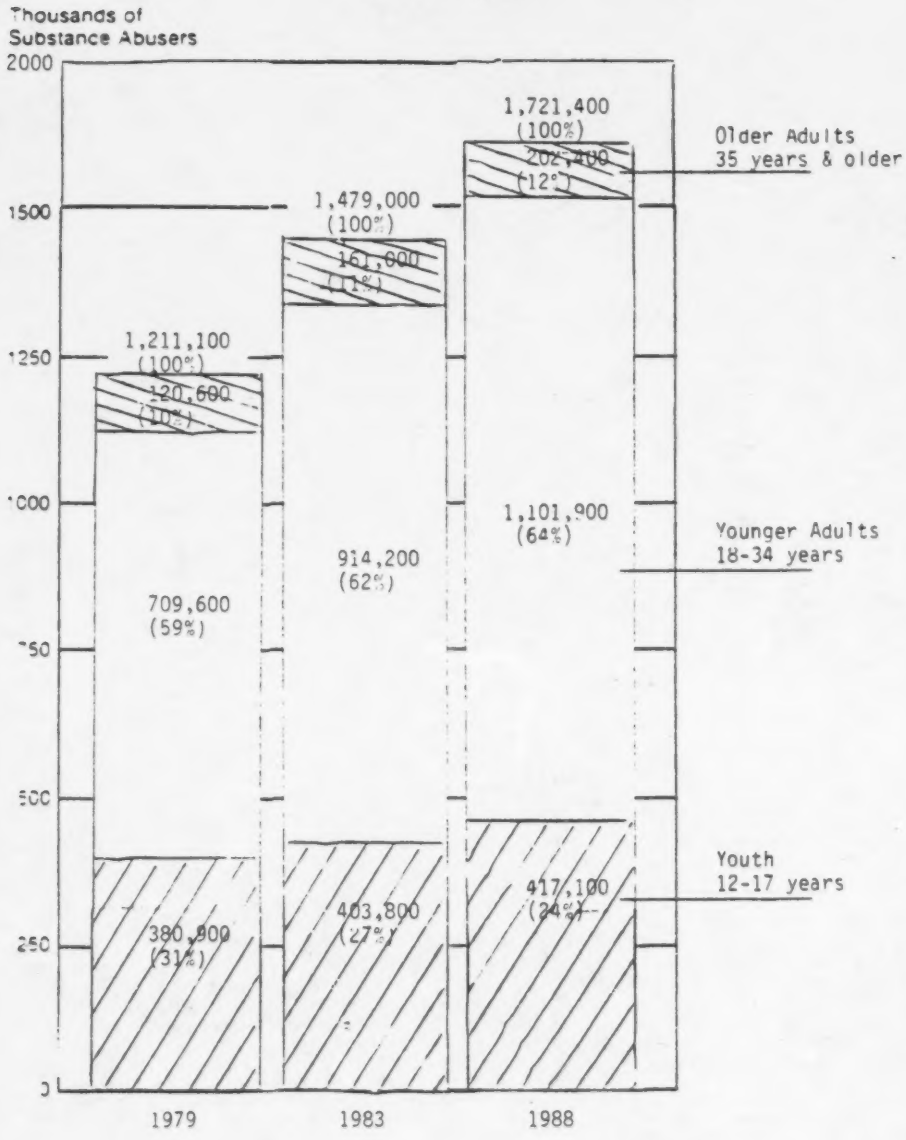
I'll now yield the floor to the other panelists, afterwhich we will be pleased to answer any questions.

Impact of FFY 1984 Budget Proposals

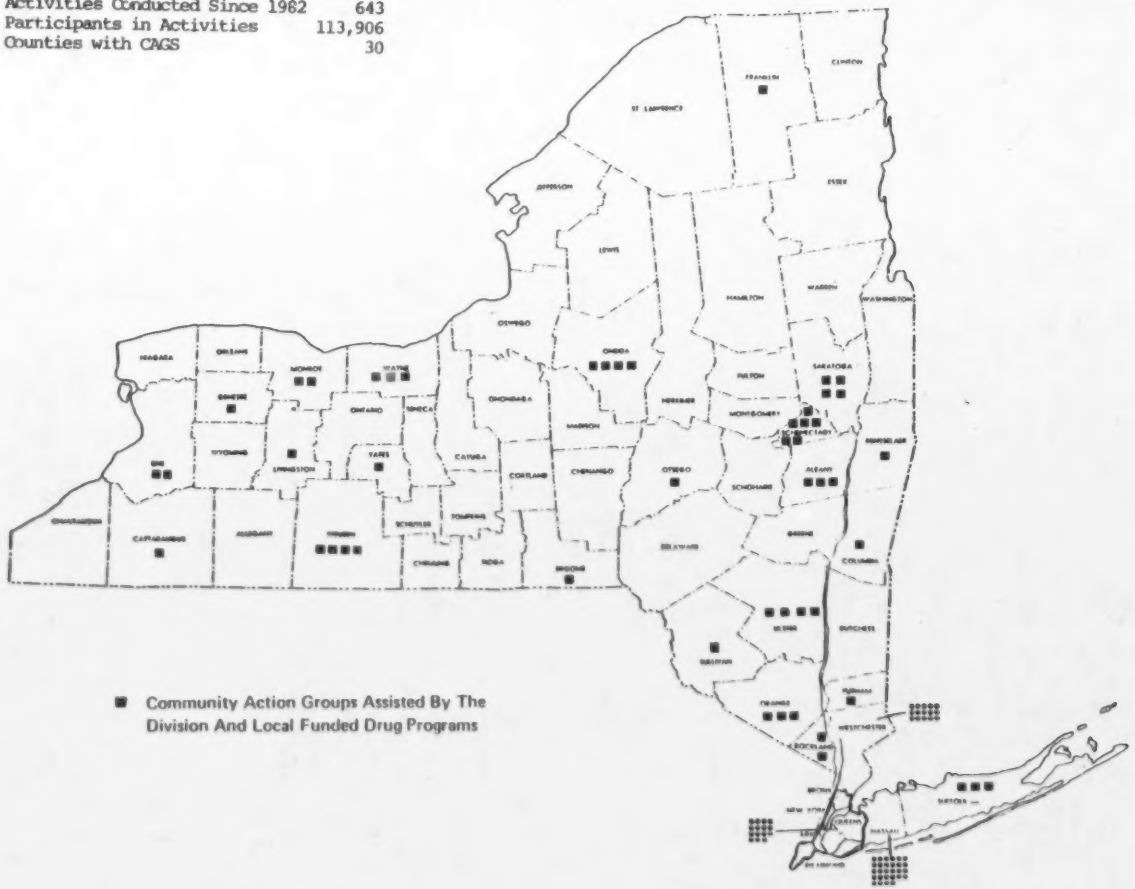
	Administration Proposed Level	Maintain FFY 83 Level	Authorized Level
National Total ($ million)	$430	$469	$532
NYS Drug Abuse Share ($ million)	$19.6	$21.3	$24.3
% Change from FFY 80	▼ 38.0%	▼ 32.6%	▼ 23.1%

Regular Substance Users in New York State.

BY THREE AGE GROUPS
1979 - 1988



Community Action Groups (CAGS)	109
Members	6,577
Activities Conducted Since 1982	643
Participants in Activities	113,906
Counties with CAGS	30



■ Community Action Groups Assisted By The Division And Local Funded Drug Programs

VOLUNTEER CITIZEN PARTICIPATION

Mr. GUSTAFSON. On this map of New York State, there are some 109 groups that are currently in operation, and they are providing services to thousands and thousands of people in our communities throughout the State, but I think you may be able to see how well it shows up over on the dais, there are still many areas of the State that don't have volunteer citizen participation.

We, certainly, want to outreach to those areas as well.

I don't want to take up any more time, because you have a number of others on the panel. I think they could speak specifically to activities that they have volunteered for, and are actively participating in, in the State.

INTRODUCTION OF PANEL MEMBERS

I would like to introduce some of the other members of the panel.

To my right on the end is Chief Joseph Grande, chief of police from the city of Rome; Father Terrence Attridge, who is the director of the office of the substance abuse ministry in the Archdiocese of New York; Dr. Edward Pizzo, a practicing dentist from Staten Island, father of six, extremely active member of our statewide CAPDA organization.

As with both Fr. Attridge and Mr. Grande, Alice Riddell, who is president of the New York State Association of School-Based Prevention Professionals; and with her also is Mr. John Blangiardo, a member of the statewide citizens alliance group and also representing the statewide coalition.

At this time, I would like to ask what the pleasure of the Chair is and how you would like to proceed from here.

Senator HAWKINS. Mr. Grande next, and down the row, if that is all right.

STATEMENT OF JOSEPH GRANDE

Chief GRANDE. Thank you, sir. I probably play a dual role here as police chief of the city of Rome and also a member of the CAPDA group that is statewide.

Rome is a small community of 48,000 people and about 10,000 of those people are school-aged children. I have heard a lot of the figures in the millions going back and forth here this morning, and I feel quite insignificant, but I can assure you that the people in the small communities have a genuine care and love for their children that you experienced and heard about here from the metropolian areas.

As a result of this concern, I have become involved with CAPDA and during the past couple of years, we have done some work in our own community regarding drug abuse.

Our mayor back in 1982, in the early part of the year, called a meeting of some of the city officials and some interested citizens and started a citizens group calling it the Mayor's Citizens Group for the Prevention of Drug Abuse.

We became very ambitious. We started a program last May that involved the entire community. It involved also a lot of school-aged kids that had an awful lot of input into the program that we put forth for the entire community and took it in a 3-day period.

There were all kinds of displays, counseling services, exhibits, speakers that were renowned in the area of drug abuse, and we also had an awful lot of assistance from the Division for Substance Abuse Services in New York State.

Their technical advice and assistance was very beneficial to our program.

The community accepted the program very, very well, and we were so encouraged by it, that during this last summer we spent most of the summer developing a program for this coming October.

I would be quick to say that the young people in the community had a major part of the input into the program, and they are functioning well to get the October program off the ground and put it in place so we can again show the community that there is a genuine concern for drug abuse that exists in our community.

I sat here and listened to Dennis Ryan and I kind of sympathized with the gentleman because I realized being a law enforcement officer myself for 35 years, they were trying to bail out the ocean with a teaspoon.

I have had a close association with our school district over the past 2 or 3 years and I have worked very closely with them on structured programs in the school regarding drug abuse.

MORE FUNDING FOR LAW ENFORCEMENT NOT RIGHT ANSWER

I am totally convinced after this experience that throwing more money into the law enforcement end is just putting money down a rat hole to a degree.

We in law enforcement have a very, very definite responsibility and as long as drug abuse and illegal drug trafficking is a violation of the law, we have to respond to that; but it is certainly not the total panacea for what we can do as regards drug use.

We are talking about a situation of supply and demand, and I dare say that if the U.S. Government cracked down on the Army, Navy, and Marine Corps they will go after drugs wherever they are, especially when we are talking about a $90-plus billion a year business, probably second or third only to Exxon.

We certainly aren't going to make an impression on them, however, with the sling-shot effect that we are taking.

I think we have to get into another area and I think the area is prevention and education. I think that much more funding has to be given to organizations such as the Division for Substance Abuse Services, and we have to start at an early age to educate young children the same as we do in fire prevention programs, saying if you play with fire, you're going to get burned. If you play with drugs, you're going to get burned.

I think this is the message we have to get across.

We have been very, very much exposed to our Madison Avenue techniques in advertising and our subliminal messages to young people that we have turned out. We have got the moneys to buy certain cereals, to play with certain toys. Why can't we, as a nation, do this very same thing as regards drug abuse; why can't we have this type of oriented program regarding drug abuse to fi-

nance these programs to do something that will turn around the young people in this country?

I am very, very much concerned about what is happening, and for the very first time in a very great Nation such as ours, I see us engaged in a war that we are losing. We are not usually fighting a war on our own turf, but we are at this time and that war is definitely drug abuse.

If we do not put the ax to those areas, where we can teach people at a very young age, that drug abuse is a very serious consideration and get these programs into the schools that are augmented by the Division of Substance Abuse Services organizations, I think that we are going to be very, very sorry.

There is no way in God's world dollarwise that we are going to be able to judge how much it cost in the destruction in this Nation to our young people, the anguish that the parents and the community as a whole has experienced.

I myself personally ask this committee today to go into an in-depth study into all these submissions that you will find from this group today regarding the activities going on across this great State of New York and assess these.

I am sure you can apply these very same statistics and information you get across this whole Nation to give you some insight to turn around this very lecherous type of operation of drug trafficking.

I thank you very much.

[The prepared statement of Joseph Grande follows:]

PREPARED STATEMENT OF JOSEPH G. GRANDE

CHIEF OF POLICE

ROME, NEW YORK

GENTLEMEN:

I AM JOSEPH GRANDE -- I AM POLICE CHIEF OF THE "CITY THAT CARES" ALSO KNOWN AS ROME, NEW YORK. ROME IS A CITY OF ABOUT 46,000 POPULATION, AND APPROXIMATELY 10,000 OF THESE RESIDENTS ARE SCHOOL AGE CHILDREN. ROME IS LIKE OTHER COMMUNITIES, LARGE AND SMALL, ACROSS OUR STATE AND NATION; AND WE SHARE THE SAME PROBLEMS -- TAXES, UNEMPLOYMENT, INFLATION, AND, YES, SUBSTANCE ABUSE. NOT UNLIKE OTHER COMMUNITIES, THE ILLEGAL DRUG PROBLEM IS A MAJOR CONCERN OF OURS. ROME DIFFERS FROM THE METROPOLITAN AREAS ONLY IN THAT THE NAMES AND NUMBERS CHANGE. OUR PROBLEMS ARE PRETTY MUCH THE SAME.

I THANK YOU FOR ALLOWING ME TO APPEAR HERE THIS MORNING AND PROVIDING ME WITH THE OPPORTUNITY TO TALK WITH YOU ABOUT OUR PROBLEMS WITH SUBSTANCE ABUSE AND THE EFFECTS THAT FEDERAL CUTBACKS IN FUNDING HAVE HAD ON OUR ABILITY TO EFFECTIVELY DEAL WITH THIS PROBLEM. COMMUNITIES OF EVERY SIZE HAVE A GENUINE LOVE AND CONCERN FOR THEIR KIDS, AND IN OUR ATTEMPTS TO MAKE FOR THEM A BETTER LIFE, WE RUN INTO MANY IMPEDIMENTS AND FRUSTRATIONS -- LACK OF FINANCIAL SUPPORT NOT BEING THE LEAST OF THESE PROBLEMS.

I HAVE BEEN A MEMBER OF CAPDA, THE CITIZENS ALLIANCE FOR THE PREVENTION OF DRUG ABUSE IN THE STATE OF NEW YORK, SINCE 1981. MY MEMBERSHIP IN CAPDA RESULTED FROM MY ATTENDING THE ADELPHI UNIVERSITY NATIONAL TRAINING INSTITUTE IN SOUTHHAMPTON, LONG ISLAND, IN 1980. I WAS SELECTED TO BE THE COMMUNITY

REPRESENTATIVE WHO WOULD TRAIN IN THAT INSTITUTION WITH TWENTY-SEVEN HIGH SCHOOL TEACHERS AND ADMINISTRATORS. WE PARTICIPATED IN AN INTENSIVE, TEN-DAY TRAINING PROGRAM THAT DEALT WITH SUBSTANCE ABUSES IN THE SCHOOLS. IT WAS BY FAR ONE OF THE BEST AND MOST PRODUCTIVE TRAINING SESSIONS I HAVE EVER PARTICIPATED IN. WE WERE TRAINED IN A PROBLEM-SOLVING TECHNIQUE WHICH WE PUT TO USE UPON OUR RETURN TO ROME AS WE ATTEMPTED TO DEAL WITH SUBSTANCE ABUSE IN OUR SCHOOLS.

AS THE COMMUNITY REPRESENTATIVE, I WAS INVITED TO SERVE ON THE PRINCIPAL'S THINK TANK AT ROME FREE ACADEMY AND ON THE DISTRICT SUPERINTENDENT'S THINK TANK IN OUR SCHOOL DISTRICT. SINCE THAT TIME I HAVE WORKED VERY CLOSELY WITH OUR SCHOOL DISTRICT ON POLICE-SCHOOL-RELATED CONCERNS.

THIS INVOLVEMENT WITH SUBSTANCE ABUSE PROGRAMS IN OUR SCHOOL DISTRICT EARNED ME AN INVITATION TO JOIN CAPDA IN 1981. SINCE THEN I HAVE BEEN PRIVILEGED TO WORK CLOSELY WITH SOME VERY DEDICATED AND KNOWLEDGEABLE LAY PERSONS AND PROFESSIONALS FROM ACROSS THIS STATE AND ALSO WITH THE DSAS STAFF MEMBERS AS WE ATTEMPT TO DEVELOP AND PROMOTE DRUG PREVENTION AND SUBSTANCE ABUSE PROGRAMS. A GOAL OF CAPDA IS TO STIMULATE ITS MEMBERSHIP TO ESTABLISH LOCAL CAPDA CHAPTERS IN THE DISTRICTS OF OUR STATE THAT THEY REPRESENT.

IN LATE 1982, I HAD MY FIRST OPPORTUNITY TO PUSH THE CAPDA PROGRAM IN OUR CITY. OUR MAYOR, CARL EILENBERG, MET WITH THE PUBLIC SAFETY COMMISSIONER, THE DISTRICT SUPERINTENDENT OF SCHOOLS, TWO STAFF MEMBERS OF DSAS AND ME TO DISCUSS OUR LOCAL SUBSTANCE ABUSE PROBLEMS AND CONCERNS. UPON IDENTIFYING THE PROBLEMS, WE EXPLORED MANY AVENUES OF APPROACH TO ADDRESS OUR CONCERN. WE AGREED AS ONE THAT SUBSTANCE ABUSE IN OUR CITY OR IN ANY CITY IS NOT THE SOLE RESPONSIBILITY OF LAW ENFORCEMENT, BUT INSTEAD IT IS A TOTAL COMMUNITY PROBLEM. IT WAS ALSO AGREED THAT ALL AREAS OF OUR COMMUNITY LIFE SHOULD SHOULDER THEIR FAIR SHARE OF THE DRUG PROBLEM IF SUBSTANCE ABUSE IN ROME WOULD BE TURNED AROUND.

THE MAYOR INVITED REPRESENTATIVES FROM ALL AREAS TO SERVE ON HIS COMMITTEE TO PREVENT DRUG ABUSE. REPRESENTATIVES OF GOVERNMENT, THE AIR FORCE, THE MEDICAL PROFESSION, CLERGY, PARENTS, STUDENTS, SCHOOL STAFF AND ADMINISTRATORS AND LAW ENFORCEMENT JOINED THE MAYOR'S COMMITTEE. AS YOU CAN SEE, WE HAD A REAL CROSS SECTION OF OUR COMMUNITY ON BOARD, AND OUR FIRST ORDER OF BUSINESS WAS TO PROBLEM SOLVE WHAT WE, AS A GROUP, IDENTIFIED AS A SERIOUS COMMUNITY PROBLEM -- SUBSTANCE ABUSE. STRATEGIES WERE DEVELOPED TO ADDRESS OUR CONCERN; AND AFTER MANY MONTHS OF PLANNING, WE FINALIZED PLANS FOR A THREE-DAY, CITY WIDE DRUG AWARENESS PROGRAM. WE UTILIZED THE SLOGAN "ROME -- A COMMUNITY THAT CARES." OUR PROGRAM INCLUDED DISPLAYS, INFORMATION BOOTHS, COUNSELLING SERVICES, EMERGENCY ROOM TECHNIQUES FOR OVERDOSE AND HEALTH-RELATED PROGRAMS THAT ACCENTED POSITIVE ALTERNATIVES TO SUBSTANCE ABUSE. A FEATURE FOR THE YOUNG PEOPLE WAS A "SUPER STAR" ATHLETIC COMPETITION THAT WAS DEVELOPED TO IMPRESS THESE YOUTHS WITH THE TRUE VALUE OF A HEALTHY BODY. PRIZES AND CERTIFICATES WERE AWARDED TO THE PARTICIPANTS. PARTICIPATION BY VOLUNTEER GROUPS FROM THE CENTRAL NEW YORK AREA WHO WERE RESOURCE PROVIDERS WAS VERY OUTSTANDING, AND THE COMMUNITY WAS ENCOURAGED WITH THE RESULTS OF OUR FIRST VENTURE. ALCOHOL ABUSE WAS ALSO HIGHLIGHTED DURING THE THREE-DAY AFFAIR, AND I WOULD BE REMISS IF I DIDN'T INDICATE THAT THE BODYBUILDING TEAM REPRESENTING THE ROME POLICE DEPARTMENT WAS A POPULAR HIGHLIGHT.

WE WERE SO ENCOURAGED WITH THE MAY PROGRAM THAT WE HAVE SPENT MOST OF THIS SUMMER PUTTING TOGETHER PLANS FOR A SECOND COMMUNITY WIDE PROGRAM IN OCTOBER WHICH WILL RUN ON THE 20TH, 21ST AND 22ND. THE THEME OF THE EVENTS WILL BE PRETTY MUCH THE SAME AS THE MAY ACTIVITIES, EXCEPTING THAT ON THE 28TH OF OCTOBER, WE ARE SPONSORING A ROCK CONCERT FOR ALL STUDENTS IN OUR COMMUNITY IN GRADES SIX THROUGH TWELVE. THE PARTICIPANTS WILL INCLUDE ALL PUBLIC SCHOOLS, PRIVATE AND PAROCHIAL SCHOOLS AND THE NEW YORK STATE SCHOOL FOR THE DEAF. ADMISSION TO THE

CONCERT WILL BE EARNED BY ATTENDING AT LEAST THREE OF THE PRESENTATIONS DURING THE THREE DAYS OF ACTIVITIES. TICKETS INDICATING THIS PARTICIPATION WILL BE REDEEMED FOR ADMISSION TO THE CONCERT WHICH WILL FEATURE TWO OF THE OUTSTANDING ROCK BANDS IN OUR AREA, THAT WERE SELECTED BY THE STUDENTS. INCIDENTALLY, THESE STUDENTS FORFEITED MUCH OF THEIR VACATION DUE TO RELIGIOUSLY ATTENDING ALL OF THE PLANNING SESSIONS DURING THE SUMMER. ON THE DAY OF THE CONCERT THERE WILL BE GUEST APPEARANCES THAT AT THIS TIME INDICATE THE PRESENCE OF A NEW YORK JET RUNNING BACK AND EITHER ONE OR TWO OF THE NEW YORK YANKEES' STARTING INFIELD. ALSO, THE NATIONAL PRESIDENT OF SAAD, STUDENTS AGAINST DRUNK DRIVING, WILL ADDRESS A JOINT ASSEMBLY OF ALL SCHOOLS. I EMPHASIZE THAT OUR KIDS HAVE BEEN IN THE VERY THICK OF PLANNING AND DECISION MAKING, AND A MOST HEALTHY RESPECT HAS GROWN OUT OF THIS RELATIONSHIP. WE ARE HOPING FOR A MOST SUCCESSFUL AND FRUITFUL PROGRAM THAT WILL BRING MORE STRENGTH OF PURPOSE TO OUR COMMUNITY.

THE EXPERIENCE WE HAVE GAINED IN PLANNING THESE TWO EVENTS HAS VIVIDLY POINTED OUT THE DIRE NEED FOR ADDITIONAL PROFESSIONAL TRAINING AND DIRECTION IN THE AREA OF THESE ABUSES. SCHOOL STAFFS, POLICE, PARENTS AND STUDENTS COLLECTIVELY NEED THIS KIND OF EDUCATION. WE FIND THAT RESOURCES ON THE STATE LEVEL ARE VERY LIMITED AS A DIRECT RESULT OF THE FUNDING CUTBACK BY THE FEDERAL GOVERNMENT TO OUR STATE PROGRAM. MINUS THE EXPERTISE AND MATERIAL RESOURCES OF OUR STATE SUBSTANCE ABUSE SERVICES, WE WILL CONTINUALLY FALL SHORT OF OUR GOALS REGARDLESS OF THE EFFORTS WE PUT FORTH. DEDICATION AND INITIATIVES ALONE WILL NOT OVERCOME THE VOID CAUSED BY THE LACK OF TRAINED PROFESSIONAL RESOURCE PEOPLE WHOSE SUPPORT WE NEED IN ORDER TO REGISTER ANY DEGREE OF SUCCESS.

AS A POLICE OFFICER WITH THE ROME POLICE DEPARTMENT FOR THIRTY-FIVE YEARS I CAN READILY IDENTIFY AND ACCEPT THE ROLE AND RESPONSIBILITIES OF THE POLICE IN THE TOTAL SUBSTANCE ABUSE PICTURE INCLUDING ILLEGAL TRAFFICKING. PRIMARILY, THE POLICE

FUNCTION IS THAT OF INVESTIGATION, DETECTION AND ARREST OF THE CRIMINAL DEALERS AND POSSESSORS. WE DO VERY LITTLE IN THE AREA OF PREVENTION, NOR ARE WE TRAINED IN THAT DIMENSION OF SUBSTANCE ABUSE. THE PAST TWENTY-FIVE YEARS HAVE EVIDENCED AN ALARMING RATE OF ESCALATION IN ILLEGAL DRUG TRAFFIC. I AM OF THE OPINION THAT IT IS A REAL RESPONSIBILITY FOR LAW ENFORCEMENT TO KEEP PACE WITH THIS STEADY RISE IN ILLEGAL DRUG ACTIVITY.

EXCEPTING FOR SOME FEDERAL AGENCIES, POLICE ON THE LOCAL LEVEL CANNOT COMPETE WITH THIS BIG BUSINESS IN ANY CONSISTENT TYPE OF PROGRAM DUE TO THE LIMITATIONS OF MANPOWER, EQUIPMENT AND FUNDS. FEDERAL ESTIMATES PLACE THE ANNUAL ILLEGAL DRUG TRAFFICKING INCOME AT OVER $90 BILLION TRAILING ONLY SUCH LARGE CORPORATIONS AS EXXON. FEDERAL, STATE AND LOCAL POLICE AGENCIES HAVE REGULARLY CONDUCTED PROFESSIONAL, SUCCESSFUL INVESTIGATIONS AND HAVE CONFISCATED MILLIONS OF DOLLARS WORTH OF CONTRABAND DRUGS AND PROPERTY, AND STILL THE ROTTEN BUSINESS CONTINUES TO FLOURISH. AS I SIT HERE IN MY COUNTY OF RESIDENCE, POLICE AGENCIES WORKING JOINTLY ARE TYING TOGETHER THE LOOSE ENDS OF AN ESTIMATED $20 MILLION PER YEAR COCAINE NETWORK IN OUR AREA. THE PROFITS MADE BY THESE CRIMINALS EVIDENTLY FAR OUTWEIGH THEIR FEAR OF ARREST AND PROSECUTION AS THEY ENGAGE IN THIS ACTIVITY BASED ON THE LAW OF SUPPLY AND DEMAND; AND AS LONG AS THAT DEMAND PERSISTS, THE TRAFFICKER WILL RUN THAT RISK OF ARREST.

BASED ON MUCH PERSONAL RESEARCH AND CONSIDERATION OF THE PRESSING DEMANDS ON POLICE RESOURCES IN THE WAR ON DRUGS, I AM NOW OF THE OPINION THAT THE ARMY, NAVY AND THE MARINE CORPS JOINTLY COULD NOT SUCCESSFULLY TURN BACK THE TIDE OF ILLEGAL DRUG TRAFFIC. I AM FURTHER CONVINCED THAT A MAJOR PART OF A FEASIBLE SOLUTION RESTS IN THE ABILITY OF THIS NATION TO DECREASE THE DEMAND THAT SHOULD THEN REFLECT ON THE AVAILABILITY OF SUPPLY. I WOULD SUGGEST THAT THE NEUTRALIZING AGENT TO CUTBACK ON SOCIETY'S DEMAND RESTS FIRMLY IN THE AREA OF EDUCATION THAT WILL HIGHLIGHT PREVENTION AND AWARENESS. IF WE CAN SUCCESS-

FULLY, ON AN ON-GOING BASIS, DECREASE THE NUMBER OF ACCIDENTAL FIRES IN A GIVEN COMMUNITY THROUGH THE EMPLOYMENT OF FIRE PREVENTION PROGRAMS THAT TEACH OUR YOUNG PEOPLE THAT FIRE "HURTS AND KILLS", I THINK THAT WE CAN ALSO TRANSMIT THIS SAME MESSAGE TO OUR CHILDREN AT AN EARLY AGE THAT PLAYING WITH DRUGS ALSO "HURTS AND KILLS." OUR PROVEN MADISON AVENUE ADVERTISING TECHNIQUES, WHETHER THROUGH SUBLIMINAL OR OTHER TRANSMISSION METHODS, HAVE AROUSED THE FANCIES OF OUR CHILDREN TOWARD CERTAIN PRODUCTS AND COMMODITIES. AS AN OBSERVER OF THESE SUCCESSES I WONDER WHY THESE SAME CONVINCING MESSAGES CANNOT BE DESIGNED AND DISSEMINATED TO TEACH OUR YOUNG TO DEPLORE AND AVOID THE USE OF ILLEGAL DRUGS. I FURTHER BELIEVE THAT DRUG PREVENTION PROGRAMS STARTED IN THE EARLY FORMATIVE YEARS OF OUR CHILDREN COULD DO MUCH TO DECREASE THE DESIRE AND CURIOSITY THAT CONTINUALLY HOOKS OUR YOUNGSTERS INTO THE DRUG CULTURE. BEING FROM A SMALL COMMUNITY, EVENTS TEND TO IMPRINT VERY FORCEFULLY ON US IN AN ATMOSPHERE WHERE EVERYONE KNOWS EVERYONE ELSE, MOSTLY BY FIRST NAMES. THE IMPACT OF THIS WAS VERY OBVIOUS IN RECENT MONTHS WHEN OUR INVESTIGATORS RESPONDED TO A "DEAD ON ARRIVAL" CALL. THEIR INVESTIGATION REVEALED THAT A NORMAL, HEALTHY, BEAUTIFUL, FIFTEEN-YEAR-OLD CHILD WAS DEAD IN HER HOME AS A RESULT OF THE INGESTION OF A LETHAL DOSE OF MILLTOWN. AT THE TIME I COMMENTED, AND I REPEAT TODAY, "IT IS A SAD COMMENTARY WHEN OUR COMMUNITY WAS NOT EQUIPPED TO RESPOND TO THE OBVIOUS NEEDS OF THIS CHILD." I PERSONALLY DO NOT LOOK FORWARD TO A REPLAY OF THAT SCENARIO, AND I HOPE THAT THOSE IN ATTENDANCE HERE TODAY CAN BE SPARED SUCH A SHOCKING EXPERIENCE. HOW DO YOU EQUATE A LIFE WITH DOLLARS AND CENTS? IN NO WAY CAN WE PLACE A DOLLAR VALUE ON THE TREMENDOUS DAMAGE, HEARTBREAKS AND WASTE OF HUMAN LIFE THAT HAS ALREADY BEEN HEAPED ON SOCIETY THROUGH DRUG ABUSE. WHATEVER THE COST MAY BE TO PROVIDE ADEQUATE EDUCATIONAL AND PREVENTIVE PROGRAMS TO THIS COUNTRY, THE FEDERAL LAW MAKERS, IN GOOD CONSCIENCE, MUST RESPOND TO THIS HAUNTING AND DEVASTATING SPECTER

OF HUMAN DESTRUCTION. ILLEGAL DRUG ABUSE AND TRAFFICKING IN THIS COUNTRY IS A WAR BEING FOUGHT FOR THE FIRST TIME ON OUR OWN SOIL, AND FOR THE FIRST TIME WE ARE LOSING A WAR.

AGAIN, I EXPRESS MY THANKS TO YOU FOR ALLOWING ME TO TALK WITH YOU TODAY, AND I HOPE THAT IN SOME SMALL WAY I HAVE HELPED YOU TO GAIN A BETTER INSIGHT INTO THE DRUG PROBLEMS AS THEY AFFECT SMALL AND MEDIUM SIZE COMMUNITIES WHICH ARE COLLECTIVELY A MOST VITAL PART OF THE SUCCESS OF OUR GREAT NATION.

THANK YOU.

STATEMENT OF FATHER TERRY ATTRIDGE

Senator HAWKINS. Thank you so much.

Reverend.

Reverend ATTRIDGE. Thank you, Senator.

My name is Father Terry Attridge of the Office of Substance Abuse Ministry in the Archdiocese here in New York.

Back in 1979, Cardinal Cooke was very concerned about the extent of the problem and he wanted to see actually what is the extent, so he set up a commission and we came out with a book explaining it and the commission had hearings very similar to this.

As a result of the hearings, I was taken out of my previous job and given this job. When the Cardinal first announced it, I said to myself, I feel sorry for the poor slob who got the job, and 9 months later I recognized him in the mirror.

PREVENTION PROGRAMS

My particular task, just to piggyback on what Joe is saying, is basically in the area of prevention. That is not to put down treatment; treatment is important, but it is too late.

My approach from various experiences that I have had before is, if you take people, already out there working with young people, make them more informed, more intelligent in the area of alcohol and drugs, that's basically the approach that I had; because once the Cardinal gave me the job, he gave me free rein to do whatever I wanted.

The models that we have to offer since we started are urban, suburban, and rural. As brought out earlier, that sign says before us, "Equal justice under law." What we are dealing with is the equal opportunity to destroy.

Drugs will take anyone and it crosses all socioeconomic levels.

What we do is we take those individuals and we make them more proficient in the areas of alcohol and drugs, and we put them right back into the area that we are coming from.

The way we do that, in the last 2 years now, I had 13 centers and we now have 23.

DARE PROGRAM

We have been able to train over 900 people in our program, DARE, Drug Alcohol Rehabilitation Education. We have been able to generate over 6,000 people working in this particular ministry right now.

VOLUNTEER PROGRAMS

I just had to write up a report for the Federal Government, so to give you an idea of what has happened in the last 2 years, we have been able to generate 616,197 volunteer hours.

There's a lot of people out there, I think it's been brought out several times this morning, who really want to do something, but they need guidance, support and education. And I think we have come up with a possible solution.

Everyone is talking about funding and how much we need funding. I just sort of fooled around with a few figures and I would iike to share with you what these volunteers, if you take that 616,197 and if you figure that 80 percent of them—it will be inexpensive, but not cheap—80 percent are working off the minimum wage of $3.35, and then take 20 percent because we train professionals, psychiatrists, psychologists, health care professionals, teachers, social workers, recovered alcoholics and drug addicts, and put professional people at a $10 an hour thing, we have been able to service the people to the tune of $2,883,798.

We would like a little bit back now from the Federal Government to be able to continue to do that, and I think it is important to be able to do that.

So we have been successful in doing that.

Once we get that person trained, you need a regional coordinator.

ACCOMPLISHMENTS IN REGIONAL OFFICES

On the formal statement I gave you, you will see a green sheet there depicting examples of what we have been able to accomplish in the eight regional offices I have now. We will have nine of them beginning in September. This is being aired around the country.

In fact, in your own area in Florida, in the archdiocese of Miami, a program is being developed down there. I could go on and explain what we do with the substance abuse program in the region, but it is so important what Dennis Ryan and Joe had mentioned earlier, the school-based program is important, we just can't isolate and say law enforcement. We have to stop throwing rocks at each other, be able to work together.

The task of our coordinators is to organize a total community. If my primary target group is youth, they are out there by themselves, and as soon as you open your front door, it is called community. We involve youth, adults, all the churches, synagogues, all the schools, the public, the law enforcement people, the health care agencies and the Chamber of Commerce.

If we are going to be at all effective, we have to follow that policy throughout the whole country.

Again, I would be available for any questions.

Senator HAWKINS. Thank you so much.

We are thrilled that you are coming to Miami.

We are a fertile field there for you.

We have been blessed by the Federal attention on the entry point there and are also disturbed that it is spreading to other areas out of our State. We want to work together, like you say, not throw rocks at each other.

This really is a survival drill, I feel, and it is a No. 1 problem in a No. 1 war which we are losing.

[The prepared statement of Father Attridge follows:]

PREPARED STATEMENT OF FATHER TERRENCE ATTRIDGE

OFFICE OF SUBSTANCE ABUSE MINISTRY

ARCHDIOCESE OF NEW YORK

D.A.R.E.

The New York Story

1979: Terence Cardinal Cooke established a Commission on Youth charged with focusing on alcohol and other drug abuse. The Commission was headed by T. Vincent Learson, Chairman-retired of IBM; the Executive Director was Monsignor William B. O'Brien, President of Daytop Village, Inc. Included on the Commission were other outstanding laity, religious and clergy.

1980: Office of Substance Abuse Ministry was established as a direct result of the policy recommendations of the Commission on Youth. The Director is Rev. Terence Attridge; Associate Director is Sr. Brian Hoar. The Office is charged with the responsibility to coordinate, plan and direct the multifaceted programs of the Archdiocese of New York in its efforts against alcohol and other drug abuse.

1981: Implementation of D.A.R.E. (Drugs/Alcohol/Rehabilitation/Education) an action project with adult and youth components geared to the utilization of volunteers in prevention, education and early intervention efforts throughout the New York Archdiocese.

To date - we have trained 900+ Substance Abuse Ministers in 12 training centers ('83-'84 - we'll have 23 centers
- involved in the work 6000+
- generating 616,197 volunteer hours *

1982-83 Regional Offices established to coordinate local training, planning and total community involvement (i.e. youth, adults, schools, churches, synogogues, health-care facilities/agencies, law enforcement, service organizations and local chamber of commerce).

These offices are located in:

Sullivan County
Northwest Bronx (covers part of So.Bx.)
Rockland County
Putnam/N. Westchester
Ulster County (in Sept. '82)
South and East Bronx
Staten Island
Lower Manhattan- (all so.of 14th St.)
Lower Westchester - (all so. of Rt. 287)

The problem created by alcohol and other drugs within our society is spiraling around us in an ever-widening circle with our youth as the target.

Through the creation of an Office of Substance Abuse Ministry, we are saying that we are willing to assume special responsibility for the well-being of our young people, particularly the "shadow children" whose lives and loved ones are wracked by the daily pain of substance abuse. A necessary beginning involved updating ourselves and then moving into action. Prevailing apathy, confusion and much misunderstanding breed addiction as much as an increased social acceptance. The task of an Office of Substance Abuse Ministry is to help, wherever possible, in the areas of prevention, education and early intervention. To become involved with the problem at the point of treatment is much too late.

The action program of the New York Office of Substance Abuse Ministry is D.A.R.E. (Drugs/Alcohol/Rehabilitation/Education) and includes adult and youth components. D.A.R.E. challenges young people to "dare to be different", to build peer support groups of youth who do not want to become involved with alcohol and other drugs and to reach out and restore those who already may have become involved.

* This equivalent in dollars would amount of $2,883,798.00

The elements of the Youth Component after training are: 1) speaking to youth on an elementary level, 2) peer support, 3) teaming with adults in presentations and 4) develop local means to achieve "Natural Highs" vs. chemical dependency.

The Adult Component consists of an intensive training program for selected volunteers who indicate interest and a willingness for commitment. This training program will be able to prepare local, on-the-scene personnel as substance abuse resource people who will facilitate local needs assessment and who will help develop positive support groups and programs for parents and youth.

This approach involves awareness of the problems that exist, identification, early intervention, prevention, referral and enforcement. Success in the changing of attitudes and values are contained in the involvement of and interaction among family, community. Young people and their families need to be challenged to offset the negative pressures in society with positive support.

Who is this "wonder person" - this Substance Abuse Minister (SAM'er)?

Teachers	Social Workers
Counselors	Health Professionals
Administrators	Community Leaders
Parents	Youth leaders
Clergy	Law Enforcement Persons

All concerned, caring adults in close contact with youth, parents and families. Persons who relate easily with others, who have good rapport with young people, and who hold a conviction of the worth and dignity of all persons.

What can Substance Abuse Ministers Do?

Work toward reducing chemical use and abuse among the young .. help persons to critically examine attitudes and values prevalent in today's society ... mobilize community action against illicit sales of drugs and alcohol to the young ... help develop positive alternatives to drug use...organize parent/youth support groups... educate others...increase public awareness about the extent of the drug abuse throughout the State...make elected officials aware of the impact of drug abuse in local communities...help communities identify the scope of the problem and develop plans to address it...be on-the-scene resource persons in their communities.

Notice, "Ministry" in this context means any helpful activity which has as its purpose service to youth, parents, families, and communities in an effort to reduce chemical substance use among the young. The "minister" is the concerned, caring person volunteering his/her time and effort, in conjunction with others, towards effecting this goal.

How have we prepared SAM'ers?

The program provides 10 hours of education and training in current, factual information on substance abuse and other issues relative to prevention, identification, intervention and referral...it provides participants with a resource manual...it helps begin a process of networking, support, and positive action among its members...provides on-going periodic workshops on relevant topics...its Newsletters keep SAM'ers in touch with new developments and with each other...Regional Coordinators serve as liaisons and resource persons to provide continuity and communication with the SAM office and sharing of resources.

How do we accomplish this training?

The following is a brief outline of what takes place in four two and one-half hour sessions:

I: Overview: Societal attitudes and values regarding chemical substance use and abuse...patterns of youthful use/abuse...overview of substances...role of the Substance Abuse Minister...the Training Manual as a resource...guest speakers... group discussion

II: Youth, Drugs and Alcohol: Some underlying causes of chemical dependency...peer pressure: myth or reality?...school-based prevention programs...early intervention...some counseling techniques...talks by former adolescent substance abusers... group discussion

III: Prevention Power of Parents: improving parent/child communication...setting limits...realistic expectations...developing decision-making skills, problem-solving skills...building self-esteem...talks by Touchlove parents

IV: Strategies for Action: The process of planning for action... overview of steps in program-planning...setting goals and objectives...becoming a resource person in one's area...group discussion...program evaluation

Certificates of participation/pins

Examples of the things accomplished with the Coordinators, SAM'ers and Youth SAM'ers:

-Drug Awareness Week within schools and communities -
-Communities organized and involved - parents support groups formed
-Mini Marathon
-Presentations to many groups of people - youth/adults
-Radio/TV spots
CBS AM/FM and others - Channels 2,4,5,9 and 11
-Families start to address problems
-Youth reach out to their peers & adults
-Adults reach out to their peers and youth

For more detail information we have a paperback coming out in September '83 describing the DARE program and encouraging others to make the New York Story their story. We also have a 30 minute film (video cassette) demonstrating what one community did to help their youth experience a "Natural High".

How do people evaluate our efforts?

The following are a few excerpts of what some people have said and a letter from Tom Pauken, the director of ACTION, which presently funds 18% of our program and recently granted us (June 30, 1983) eight VISTA slots out of 10 requested. DARE is being picked up both Nationally and Internationally:

T. Vincent Learson, Chairman, Retired IBM: "There is no question but that your DARE program is being acclaimed throughout the State as the most comprehensive and successful educational effort in the Substance Abuse area."

Father James C. Finlay, President, Fordham University: "The work you have accomplished has restored my confidence that something constructive can be done."

Brother Michael Delaney, Provincial, Congregation Christian Brothers: "The program has not only trained individuals in techniques for combating the scourge of drug abuse directly but it has sensitized large segments of our youth to these dangers."

Amalia Betanzos, President, Wildcat Corporation: "The work that DARE does in education and training is absolutely crucial."

Monsignor William B. O'Brien, Executive Director and President of Daytop: "Since substance abuse is essentially a human growth rather than a chemical problem, you have wisely tooled-up your arsenal of staff leadership for purposes of lasting impact."

Arthur Levitt, Jr., Chairman of the Board-American Stock Exchange: "Your efforts are crucial because of your focus on prevention, education and early intervention by involving the family and by emphasizine stronger communication."

Frank Shakespeare, President of RKO General: "New York has long needed leadership in the drug abuse area which Cardinal Cooke and you are now helping to provide."

Fred Goldberg, Community School Superintendent of School District 10: "We look forward to continuing our work with DARE for the health and safety of all the youngsters in the School District 10 Community".

Sr. Agnes Connolly, President of Sisters of Charity Center: "If our country is to move forward in its battle against drugs and alcohol and for the freeing and/or prevention of our youth from such addictions we need more programs like DARE throughout the nation."

Sr. M. Sweeney, President, St. Vincent's Hospital: "Frequently in the hospital' we see the results of youngsters who overdose on drugs. I support any efforts that are made in order to avoid such occurrences".

Sr. Mary Linehan, President of St. Joseph's Medical Center: "It is only through educational programs and hands-on treatment of incidents which come to your attention that enables you to bring this major problem both into focus and under control."

Financially. How are we making it?

It is tough! The Cardinal Archbishop of New York, His Eminence, Terence Cardinal Cooke, has been very supportive from the beginning. In year one ACTION (the volunteer arm of the Federal Government) gave us a grant with 76% coming from the Federal Government and 24% coming from the Non-Federal funds- The federal share amounted to $51,700. In year two, we continued to grow and were recognized as being very successful in accomplishing our goals and objectives expecting same percentage for year two. We were informed when we submitted our budget to ACTION, it would not be 76%, and we were led to believe probably 50% would be the Federal share. The actual grant came in at 18% - the same as year one or $51,700. Needless to say this left us with a lot of concern and forced us to move fast to involve the private sector. During this period, the Cardinal was very understanding and supportive and fortunately we were awarded in June of 10 VISTA slots, which helped us. Presently we have applied for three Youth Volunteer for Action grants amounting to a potential $60,000. They represent three distinct and needy communities: Sullivan County, the North-west Bronx, which covers the part of the south Bronx up along the west side of the Bronx to the Yonkers border and the third area covers the other side of the Bronx - south and east. These are excellent means and opportunities for young people to get "Natural Highs" by reaching out to their brothers and sisters both young and not so young vs. chemical dependency and being no good for themselves or others - now and in the future.

How can we be of help?

-Help us get "the New York Story" to those people who need it - youth, families, communities
-Help put "the New York Story" in front of those people who determine where monies go! Treatment is important but too late. Education, Prevention, along with total involvement of communities is a MUST!
-Help by using your contact to alert the private sector to financially and by use of other means support and encourage programs like DARE and what New York State is trying to do with CAPDA
-Help by improving the quality of TV programs and move to eliminate the glamorization of alcohol and other drugs. Encourage the media to produce quality programs high-lighting the great work youth have done and could do, especially during those hours youth are watching TV.
-Move to eliminate beer,wine, champaign commercials from radio and t.v.

as was done with tobacco (cigars and cigarettes). Eliminate those liquor store commercials on local stations

-Help raise the drinking age across the country to at least 21 years of age and enforce the laws already existing. Move on DWI (Driving while Intoxicated) efforts and continue to get tough on this.

-Help by doing something about our judicial and penal system. Alcohol and other drugs are destroying our youth/families and communities.

If one commits a crime and alcohol and other drugs play a major part, probate them to a treatment program rather than incarcerating them. They have to deal with the "why" and they can't because they are without treatment. It seems they are just "wasting away" in prison. (60% to 70% of those incarcerated are there because of alcohol and other drugs and only 4% get treatment).

-Help get the paraphernalia laws enforced along with those places that sell and/or give alcohol to minors. This is a life issue!

-Help initiate a program where cash and material idems which are confiscated in drug busts are turned into funds for education and prevention.

-Consult and involve those of us who are working on the local levels in the areas of education, prevention, intervention and treatment. Some of the efforts that are being made, along with the cut-backs, suggest that this isn't happening.

ACTION
WASHINGTON, D.C. 20525

February 22, 1983

Father Terence Attridge, Director
Office of Substance Abuse Ministry
Archdiocese of New York
1011 First Avenue
New York, New York 10022

Re: Drug/Alcohol/Rehabilitation/Education (D.A.R.E.)
Volunteer Program--Youth Substance Abuse

Dear Father Attridge:

Our review of D.A.R.E. program activities and achievements through the first anniversary of ACTION funding prompts this letter of endorsement and continuing support. I hope it will prove useful in the planned expansion of your successful program in keeping with your "Reachout and Restore" theme in the Archdiocese of New York and other dioceses which have expressed interest in the D.A.R.E. model and its outstanding work.

The White House has assigned ACTION--the Federal agency which supports volunteer programs--a primary responsibility for implementing the Federal drug abuse prevention effort. Consonant which this mandate, the agency sponsors drug use education and prevention activities that stimulate volunteer and private sector particiption through the ACTION Drug Prevention Program (ADPP). D.A.R.E. has merited special recognition as an exemplary ADPP program supportive of the President's anti-drug use strategy.

Salient characteristics of the D.A.R.E. model--a non-sectarian approach, effective networking with community leaders and private organizations, involvement of concerned parent groups, a comprehensive and sustained training program for volunteers and community participants, and a youth component designed to garner peer support

and participation--provide sound bases for program success. The upshot has been total community involvement in the education, prevention, intervention and treatment referral services provided by D.A.R.E. This total involvement is the hallmark of effective and enduring volunteer programs.

The D.A.R.E. program is indeed worthy of special support and recognition. I am grateful for this opportunity to recommend "enlistment" of concerned persons and groups in the D.A.R.E. "Army" which, I am informed, now numbers in the thousands and is growing daily.

On behalf of the President, the First Lady and for ACTION, I extend heartfelt thanks and a wish for continuing success in your important work on behalf of the youth of our nation.

Sincerely,

Tom Pauken

Thomas W. Pauken
Director

SUBSTANCE ABUSE MINISTRY EXPANDS

The Archdiocese of New York comprises the Boroughs of Manhattan, Bronx and Richmond in the City of New York, and the Counties of Dutchess, Putnam, Rockland, Orange, Sullivan, Ulster and Westchester in the State of New York.

Within this area are some 349 Catholic schools and 407 parishes. Since the establishment by His Eminence Terence Cardinal Cooke of the Office of Substance Abuse Ministry in late 1980, there have been 27 Training Programs in Substance Abuse Ministry offered over the past two years in most of the 17 Vicariates of the Archdiocese, and 19 more will be offered between Fall, 1983 and Summer, 1984.

The number of Substance Abuse Ministers ("SAM'ers") who have participated in these Training Programs is steadily increasing, and their work of SAM ministry continues to expand. Periodically, as circumstances permit, Regional Coordinators are appointed to facilitate and encourage the work of these dedicated volunteer SAM'ers in the various areas.

A partial review of some of the good work being accomplished by Substance Abuse Ministers throughout the Archdiocese follows, as reported by the Regional Coordinators.

Sullivan County:

-In conjunction with the parochial and public school districts of the county, the SAM-sponsored "Sullivan County Cares Coalition" organized an Awareness Day in celebration of Family, featuring Floyd Eddings, artist Morris Katz, and Jack Kermer. Booths and demonstrations were set up and theatre offerings were provided. Included were the Performing Dance Arts, Puppet Show, Mental Health Players mime group, vocalists, and the DAYTOP Band. A lecture/discussion series on drug and alcohol awareness was also offered. Local press coverage reported "...amid the clowns, balloons, puppets and dance routines the message came through loud and clear for more than 300 Sullivan County residents who attended an anti-drug and alcohol rally last Sunday...the gathering was a celebration of "The Family, Fully Alive".

SAM'ers have met with their county congressman on the establishment of a Drug Resource Task Force to compile and distribute a referral directory of counseling, treatment, and other resources for troubled or drug-involved youth and their families.

-Plans are being developed for a youth center, hopefully to be supported by grants and/or private corporation funding and business associations' assistance.

- Meetings were held with school representatives who pledge to sponsor appropriate student programs in their respective school districts during Drug and Alcohol Awareness Week.

-SAM group initiated interest in Tough-love self-help parent groups and helped in the formation of local group.

- Process of planning has begun, to implement DWI efforts in a county-wide Traffic Safety Institute.

- Young adult SAM'ers work with youth, as do educators, counselors and parents to identify youngsters in trouble with drugs or alcohol and to assist them in getting help.

Putnam/N. Westchester Co.

- With the cooperation and support of school officials, a number of informed, active SAM'ers present periodic in-school talks for children of fifth through eighth grades. They present not merely drug and alcohol information but also self-esteem, coping with stress, peer pressure and other topics of concern to youth. Talks are given by both adults and young people, followed by Q-A and group discussions. Other schools are requesting similar presentations.

-The SAM group has formed an Advisory Board composed of industry EAP representatives, town council, local media, police youth division, and the community services board. They have also enlisted the advisory services of an assistant district attorney.

- A prom hot-line was organized by networking with a very active parents peer support group and others. Groups of adults and teens volunteered to man the SAM office hotline and to dispatch volunteers to give rides home to young people unwilling to ride with impaired drivers. Local press was responsive to requests to publicize the hot-line service.

- A Youth Rally was organized, with music, sports and talks on drug-free living. Also, a "Youth Asked for It" Night provided an opportunity for youth/adult open discussion forum.

-SAM'ers teamed up with a Parents' Group and attended a county legislature meeting to support uniform closing hours for bars in neighboring towns, and a local law banning the sale of rolling papers and other kinds of drug paraphernalia.

-The Parks Commission was supported by SAM'ers in sponsoring summer recreation programs as positive alternatives to youth "hanging out and partying" during the summer months.

- Youth Concert: SAM'ers obtained cost-free use of an attractive local park by co-sponsoring the event with the town's Drug Prevention Council. Young people were included in the planning and organization process of the evening's activities.

Northwest Bronx:

- Plans are underway for a Fall '83 repeat of the highly successful '82 DARE/District 10 Mini-Marathon. Local business are again supporting the marathon along with a great deal of community involvement in the project. An excellent film of last year's events, along with commentaries made by youth participating in the marathon, was made.

- An after-school program at the local public library has been begun for film viewing and group discussion.

- A SAM Advisory Board of twelve persons has been formed, including a member of the Adolescent Medicine project of a nearby hospital, the youth coordinator of community school boards, a school drug program coordinator, and a member of the drug education council of the community mental health office.

- Workshops for local teachers, parent support groups and youth groups have been held with staff and young people from the DAYTOP outreach center.

-SAM'ers have met with a group of neighborhood youths to strategize for more youth involvement in SAM. Suggested by the young people were areas of concern which they perceive need to be addressed: dealing with peer pressure ... the importance of having positive friends ... "recreational" drug use, etc. Their slogan — Youth Need DARE to Care! Consequently, a Youth Night was sponsored to provide a forum for their concerns, and to examine the questions related to today's youth drug culture. Called "What Do You Know About Drugs?" the program was hosted by SAM'ers, who were fortunate in getting the popular Joe Piscopo from NBC's "Saturday Night Live" show as special guest for their event, held in the local school auditorium and attended by nearly 350 young people. (See "Youth Night" for details.)

Staten Island:

- A ten-member Teacher Task Force of a local Catholic High School has: given drug/alcohol information to other members of the faculty ... brought in speakers for students ... worked to bring about changes in school policy relative to student drug use from purely disciplinary measures to mandatory attendance at rehab meetings and follow-up counseling. Future plans call for training in peer-counseling, informational slideshow program suitable for elementary school

presentation, shopping mall "community days" and efforts to enlist the cooperation of alcoholic beverage merchants in enforcing the minimum age law in liquor sales.

A program for parents on "Understanding Teens" was held recently, with a panel of speakers including a counselor from a local therapeutic drug rehabilitation center, the director of an alcoholism services agency, the youth services coordinator of the police department, and a school-based prevention program counselor. Members of the clergy and a local mental health consultant also joined SAM members and the regional coordinator for the presentation. Following the program, the parents spent some time in an open forum discussion.

- Staten Island SAM'ers, with the cooperation of their clergy, made available resource and referral information to church members.
- The ministry group here also attended a Clergy Awareness Day sponsored by the Staten Island Drug Abuse Council. in which the regional coordinator of SAM participated as a panelist.
- A highly successful and well-attended Youth Rally was held by SAM'ers last Spring, offering a wide variety of activities, youth group discussions, films, music and sports events.

Rockland County:

- A county-wide listing of youth job opportunities and recreation programs was compiled and distributed to schools, parent groups, youth organizations, etc. Meetings have also been initiated with area athletic coaches to explore ways of incorporating messages from drug-free sports figures into the sports programs.
- SAM'ers here, both adults and young people, have been active in an ongoing series of speaking engagements on chemical substance use at civic, social, school and church organizations. An unexpected bonus of this service is the fact that many of these organizations have been so impressed with the work of SAM that they have offered to be of assistance to SAM's education and prevention efforts in a material way. Thousands of drug awareness flyers have been sponsored by several groups, and have been distributed throughout the various communities
- A local newspaper has notified SAM that, because of SAM's activities in the area, they have been instrumental in the paper's starting a county-wide HELP line with regular publication in the paper of phone numbers where persons might call for help and referral for a drug problem.
- SAM'ers, both youth and adult, collaborated with the Regional Coordinator in planning, decorating, and staffing a substance abuse awareness booth at the huge and highly successful 3-day Rockland County Fair and Expo, attended by an estimated 85,000 persons. Adult and youth SAM'ers answered queries, and distributed over 35,000 pieces of literature pertaining to drug and alcohol information, dealing with stress, family communication and other relevant information.
- A special 8-week training program for youth SAM'ers (dubbed "YSAM'ers") has been developed by the Regional Coordinator to teach young volunteers the basics of drug and alcohol information, communication skills, and public speaking techniques prior to the group's giving awareness talks to area elementary school children.
- A SAM Advisory Board has been formed, as well as a special Executive Board, composed of civic, social, sports, religious, educational, and business leaders within the County. The assistance of these groups is invaluable to the work of SAM.

East Bronx & South Bronx:

Barely three months old, this SAM office already has made progress in initiating SAM activity and setting up goals and objectives.

- Contact has been initiated with area SAM'ers and other persons interested in becoming involved in the work of SAM.
- School principals, counselors, clergy, parents, youth workers, civic leaders and community organizations have begun to get involved in developing SAM activity in their local, respective areas.
- Among the SAM goals are: to build a network of SAM'ers, both youth and adult...to help people become involved in worthwhile existing programs and/or set up new programs which will complement but not duplicate existing services... to provide a working model of SAM activities for those able and willing to give considerable volunteer time, as well as for those also willing but with less free time to give...to cosponsor local area efforts with other active groups or individuals... to have the SAM office be known as a resource and referral center for youth and families...to develop a youth/adult speakers bureau...to provide a model for local recreational as well as community-service oriented groups.

Other Areas:

Those areas which do not yet have a Regional Coordinator are also involved in the SAM/DARE goals prevention, education, early identification, referral and related efforts. However, because their activities and work do not have the organizational leadership of an area coordinator, their efforts are not as widely known and recognized, although frequent mention has been made in previous issues of this Newsletter as we learned from individuals and small SAM groups about the good work they are doing. Our goal is to have a Regional Coordinator in every area, and as soon as funding and other circumstances permit, those regions presently working without SAM leadership will hopefully have an on-the-scene person in that capacity in the near future. Meanwhile, SAM'ers in any of these areas are encouraged to be in touch with any of the Regional Coordinators at their offices listed here. They will be happy to be of assistance to you in any way they can. Parent Groups: If you have not already done so, why not consider joining the National Federation of Parents for Drug-Free Youth, Families in Action, Citizens Alliance To Prevent Drug Abuse, local parent peer support groups, local Tough-love parent groups or any recognized self-help groups in your area — including Al-Anon (and its component Alateen) for spouses, relatives, children, and others living with the stress of someone close who may be alcoholic.

STATEMENT OF DR. PIZZO

Senator HAWKINS. I would like to hear from Dr. Pizzo.

Dr. PIZZO. I am a member of the Citizens Alliance in Staten Island on the Drug Abuse Prevention Council.

Congressman GILMAN. We thank you, Dr. Pizzo for your statement.

[The prepared statement of Dr. Pizzo follows:]

PREPARED STATEMENT OF EDWARD W. PIZZO, D.D.S.

MEMBER, S.I.D.A.P.C. AND C.A.P.D.A.

As the Father of six children who are now between the ages of 17 and 23 and are all healthy, law-abiding citizens involved in education and constructive activities, I may be able to settle back now and breathe freely that my children have passed the age where they are at high risk to develop a problem with drugs. A few years ago one of my children did become involved with drugs. Although we were spared the heartaches of many parents whose drug abusing children become involved in crimes, we still had to deal with the nightmarish problem of a drug abusing child and the need to get help for that child and ourselves. We found that services in our community were not easily available and we were forced to go outside of our community for treatment services.

In a short period of time my wife and I became very well informed about the substance abuse problems in our community. We felt that we had an obligation to get involved to raise public consciousness so that we could have some impact on preventing others from experiencing the same kind of problems we had.

This is how we came to involved in the efforts of the Citizens Alliance for The Prevention of Drug Abuse.

We have found that Staten Island is not unlike most communities in our state. In spite of the recent media attention to Substance Abuse, many of our people tend to be "Ostriches". Denial is a mechanism by which many hope to solve or avoid the problem. We have school officials who say that there is no drug use near our schools. Most of the time, that is not true, especially around our intermediate and high schools, Public and Private. In every community on Staten Island there are Drug and Alcohol Abuse problems, in the affluent as well as the poor areas. We have children as young as eight years old, adolescents and adults who suffer from some form of chemical abuse. We have parents who openly use cocaine and marijuana at social engagements and in the home, thereby influencing their children to use these drugs. One can travel the Island in the evening and observe youngsters in school yards, parking lots, shopping areas and theatres who openly use alcohol, marijuana and other drugs. If one has a youngster he can communicate with freely, that youngster will tell you that drugs are readily available within walking distance of his home or school.

If I've painted a picture of Staten Island being a hot bed of drugs-that was not my intent. Most of our people are law-abiding and decent citizens who take pride in their families and community, but like most communities we have a serious drug abuse problem.

There are three private agencies giving services to adolescent drug abusers on Staten Island. Daytop Village's program is filled to capacity and a youngster wishing to get into their program must wait. The Y.M.C.A. Adolescent treatment program on the South Shore of Staten Island, a middle and high middle-income area, is operating at 125% of capacity. A Toughlove group which began on the South Shore grew in a two month period to a 160 family membership. Our agencies are understaffed due to financial constraints and cannot reach out to help thousands of drug abusers that need these programs. There are no residential treatment facilities in our borough and no treatment programs for adults except one hospital based Methadone program. There are inadequate detoxification units for alcoholics and none for drug abusers.

Our School Based Program for Substance Abuse Prevention is understaffed. A high school of 5,000 students has <u>one</u> person assigned to work in the field of early intervention and counseling.

Our people are concerned about crime being committed by drug and alcohol abusers. In the past few years we've had a significant number of violent crimes, including murder, directly caused by some form of substance abuse. Like most other communities we have our share of burglaries, automobile and industrial accidents which have some form of substance abuse as a cause.

The Citizens Alliance to Prevent Drug Abuse, working with local groups, has made an effort to do something about these problems in our State. We have organized a statewide Parent Newsletter which is intended to network the many existing Parents Groups in the state to share information and provide resources to local groups through the assistance of the Division of Substance Abuse Services.

In January of 1983 through the combined efforts of the Citizens Alliance to Prevent Drug Abuse and the Staten Island Drug Abuse Prevention Council we have embarked on a program to raise the public consciousness and do some positive things to combat Substance Abuse in our community. We called together a group of community leaders including Public Officials, Educators, Clergy, Parents, young people and representatives of the business community and

the media. A copy of the minutes of that meeting are available through the Division of Substance Abuse Services.

Of particular importance at that meeting was the fact that all of the participants agreed that we have a significant drug and alcohol problem in our community and we agreed to develop some strategies to combat these problems. During the course of the meeting New York State Appelate Division Justice Vito Titone refuted some of the statistics on the incidences of Substance Abuse on Staten Island given by a member of the Division of Substance Abuse staff as being woefully low. Our family and criminal courts are burdened every day by offenders whose crime or problem has some form of Substance Abuse as its root cause.

As a result of the January Conference, the Staten Island Drug Abuse Prevention Council has acquired several new members who are not providers of services in the substance abuse field, such as myself. We are encouraging private sector involvement in our efforts. These will include local businesses and service clubs such as Kiwanis, Lions and Rotary. We have made ourselves available to Parent groups for Drug Prevention education programs and plan to work closely with the Substance Abuse Ministry of the Roman Catholic Church which is very active on Staten Island.

In June of 1983 a seminar was held for clergy and was well attended. The following week most of our churches addressed the problem of substance abuse from their pulpits at their Sabbath Services and approximately 40,000 fliers were distributed with information on available services on Staten Island.

By involving all segments of our community, we hope in the future to have a significant impact on the problem. Substance Abuse is a Public Health Problem. Like most diseases the best approach at decreasing the incidence of the disease is most likely thrcugh prevention as we have done with immunization for communicable diseases such as polio.

Our people should be adamant about bringing about the implementation of our State mandated curriculum for Drug Prevention Education in our schools. Our families, churches, businesses and all civic groups must join together in a united front.

We must all support the whole continuum of services to combat Substance Abuse including research, intervention, treatment and prevention if we are to avoid an horendous Public Health problem in the future.

Our Government, Federal, State and local, in order to avoid the high cost in terms of dollars and human misery has a constitutionally mandated obligation to provide for the good and welfare of its people by adequately funding our efforts to protect the health of our people.

NEW YORK STATE ASSOCIATION OF SCHOOL-BASED PREVENTION PROFESSIONALS

STATEMENT OF ALICE RIDDELL, PRESIDENT, NEW YORK STATE ASSOCIATION OF SCHOOL-BASED PREVENTION PROFESSIONALS

DRUG PREVENTION INTERVENTION PROGRAMS

Senator HAWKINS. Our next panelist, Alice Riddell, president, New York State Association of School-Based Prevention Professionals.

Ms. RIDDELL. Our members are persons, professional persons working in the school systems in drug prevention intervention programs.

I personally have been somewhat involved in the problem for 18 years.

We have submitted formal testimony and rather than read the testimony, I would just like to address a few issues where we possibly differ from some of the other people who have testified today.

Our association advocates a continuum of services for prevention through rehabilitation and employment. I think it is important to understand that within each area there is also a continuum of services, so that within prevention there is the need for developing awareness, there is the need for helping parents, teachers to be able to identify when a youngster is getting involved with drugs.

But then there is also the need to do something with the youngster, to help that youngster change the behavior. It is important for us to understand that the reasons why youngsters use drugs is that they want to mitigate their feelings, be they feelings of insecurity because they can't make friends, be they insecure feelings in terms of having to deal with peer group pressure or having to deal with a divorce or some other crisis in their life.

The misconception that giving children information about drugs is going to keep children from using drugs is one that I am very concerned about at these hearings. I have heard over and over again that there is a need to incorporate in curricula information about drugs from kindergarten through 12th grade. In New York State we have a mandated health education curriculum required since 1952 where instruction in alcohol, tobacco, and drugs is required at the 4th grade level, the 8th grade level and the 11th grade level.

Obviously when we have 40 percent of the substance abusers and substance dependent persons in New York State under the age of 18 years, this has had little impact on that behavior.

ONGOING PREVENTION SERVICES IN SCHOOLS

What is important is having ongoing prevention services within the school providing group, individual and family counselling to children who are in need of this.

In New York we have multiple problem children. There are certain children who are more susceptible to getting involved with drugs than others: Children of alcoholics, children whose parents are using drugs, one-parent families—there probably are about 60 percent of the families in New York City that are one-parent families. So that is the kind of prevention, part of the continuing services that we are concerned about.

So when we hear the Federal Government taking the position that interdiction and education, education in terms of providing drug information is the route to go, we are very concerned. We are also concerned that the Federal Government should focus on the reasons for the demand.

You can tackle the source from now until doomsday and unless you deal with the reasons why people are using drugs and reduce the demand, we are not going to be successful in this battle. Obviously dollars is a very important factor.

In New York State, outside of New York City and Nassau County, there is probably a maximum of $2½ million being spent in school-based programs, so that I would support Mr. Gustafson's position around the need for the Federal Government to vote the full appropriation of $532 million.

Again, I cannot emphasize more the fact that prevention in schools is not giving children information, it is giving parents information, it is giving teachers information. The role of the volunteer is very important, the role of the parent is very important, but the role of the professional is equally as important.

Thank you.

[The prepared statement of Alice Riddell follows:]

New York State Association of School-Based Prevention Professionals

Prepared Statement of Alice M. Riddell, President

Senator D'Amato, Senator Hawkins, Ladies and Gentlemen:

On behalf of the New York State Association of School-Based Prevention Professionals, I would like to thank the Senators for conducting this public hearing to highlight and raise consciousness to an extremely serious problem - substance abuse among our youth.

Our Association is comprised of professionals in the field of alcohol and drug abuse prevention and intervention working within school systems throughout the State. Members include persons from all eight regions of New York State as identified by the New York State Division of Substance Abuse Services.

The problems inherent in the process of growing up have never been more complex and yet more common among our youth. Drug and alcohol use is but one example of the kind of self-negating option available to our youth that is so alluring in its release and so destructive to the very process of growth.

To offset the allure of substance use requires more than simply telling children that using substances can hurt you, just as helping children to mature requires more than telling them to grow up. Children need the support of adults who have accurate information, the alternative activities, the counseling skills - all those things that encourage the mental health of the child even as they discourage the non-solutions of drug use.

As growing up is a complex process, so also is the substance abuse problem. It involves the individual who makes a decision to try drugs, the family, school and community who are affected by the individual's decision, the criminal justice system, medical and legal professions, prevention, intervention and treatment programs who provide help for the individual, governmental agencies and their bureaucracies who have to deal with the problem as a system: locally, nationally and internationally, —in essence, it involves all of us.

New York State was and is a leader in facing up to the drug problem and probably has spent more state dollars providing services to the victims of drug

abuse than any other state in the nation. New York probably leads the nation in the number of persons who are drug involved and/or drug dependent. New York also is a living laboratory which has been developing programs to address the drug problem for twenty years. Few programs throughout the nation did not originate in New York or be tested by us in New York, kept or disposed of accord to the results. Although we do get recognition for having the most drug abusers, we rarely get recognition for the experience and expertise that we have in this field.

The role of the federal government has been far less responsive and responsible when compared to New York State. The present administration focuses on criminal justice and enforcement areas.

However, before I address the federal government's role or absence of it, I would like to discuss prevention: what it is and why it is needed. Prevention in school-based drug programs includes: developing an awareness to the problem among administrators, teachers and parents; working with students to develop positive self-images, positive decision-making skills, coping skills, a values system and communication skills; working with substance abusing students,in school,who are not sufficiently dysfunctional to require a treatment program for the purpose of reversing their negative behavior; working with the parents of these students; making appropriate referrals to a wide range of agencies, according to the presenting problem and needs of the students.

Prevention in school-based drug programs is NOT teaching a student that heroin is a drug that affects you thus and so. It is NOT throwing a basketball onto a basketball court, it is NOT distributing pamphlets on drugs to students, it is NOT conducting assembly presentations or showing films on drugs to large groups of students. It is NOT conducting a series of lessons in grades four, eight and eleven and checking off that drug prevention is completed.

It is providing sessions on decision-making, values clarification, coping skills, communication skills to the general student population, but at the same time providing ongoing counseling services - group, individual and family - to students who are drug experimentors, drug involved or who are experiencing a crisis in their lives. One student might require this counseling service in sixth grade while another might not require it until ninth or eleventh grade. The developmental process of each student is very individual. Prevention is

providing a support system for the students who have reversed their drug abusing behavior, or who have dealt with a crisis, and have returned to the "mainstream".

Prevention is also giving teachers, students and parents a clear message that drugs - possession, use or sale - in school is totally unacceptable. I am attaching hereto for your information a "Handbook For School Staffs" (Teachers, Counselors and Principals) Re: Alcohol, Drugs- Possession, Use, Abuse and Crisis written by myself along with two colleagues in concert with the National Conference of Christians and Jews, Safety Committee of Queens and Nassau Counties, which outlines procedures for each of these areas.

As you can see, the array of prevention services is extensive. The target populations run from the general to the very specific, from the not yet using to the already using too much and in need of treatment. Prevention is the only service modality that responds to the entire spectrum of users and non-users - to adults and children - in a multiplicity of educative and clinical roles.

There is an even more basic truth about prevention that has not been fully acknowledged: widespread, full-scale prevention programming offers the best hope to reduce the epidemic levels of substance use and abuse in this country. This statement does not mean to deny the valuable and necessary contributions of colleagues in the treatment and enforcement communities, however the truth of the statement is undeniable from even a brief examination of the present usage and interdiction levels.

In New York State for example, which is a national leader in the funding of drug treatment and prevention efforts, the current estimate of heroin abusers numbers 241,000. There are an additional 1.17 million regular users of non-narcotic drugs. The total treatment population in this state, however, is 41,000 - of which 33,000 are in methadone maintenance programs. Even if treatment services were to be dramatically expanded to assist the people presently most in need, there are even larger numbers of people who have used and continue to use psychoactive substances. What is to stop many of these people from further progression along the path of addiction? Certainly not a lack of availability of illicit substances since enforcement officials admit that their best efforts reduce the amount of contraband material entering this country by no more than

10 or 15 percent. The logic of the matter calls for a reduction on the demand side of the supply and demand equation.

In a word, prevention...prevention that is ongoing, prevention that is diversified in its objectives.

Although school-based drug programs do not seem to be a priority to anyone except the children we are serving and some of their parents, school-based drug programs and counselors must continue to exist. Approximately 40% of substance abusers and substance dependent persons in New York State are under the age of 18. Children must attend school until the age of 16. They are a captive audience in school, and available to receive the specialized services of the drug counselors. This cannot be accomplished by volunteers or by residents of drug treatment programs visiting schools. It must be done on a regular basis by trained professionals. It cannot be done by teachers and school administrators who have other full-time responsibilities. Specialized counseling for drug experimenters, drug users, drug abusers and those at risk of becoming involved, is a fulltime responsibility in every school district. The counselor must be able to articulate and manage the entire school system, provide an atmosphere of trust and confidentiality to allow change to occur, have clinical skills of diagnosing, prognosing and counseling as well as the skill to identify when a referral is in order and the ability to select the appropriate agency. This does not mean that there is no role for anyone else in prevention. Teachers are the first line of defense in identifying students' behavioral changes. Parents need to be positive role models for their children and be able to set limits that are reasonable and responsible on a consistent basis. Community members have to contact the police when they see head shops, sales or evidence of drug use in their communities. All of the adults must have the ability to reach out and refer someone in need of help to the professional counselor.

Our Association advocates a continuum of services from prevention through rehabilitation. The continuum includes prevention, intervention, ambulatory drug-free treatment programs, residential drug-free treatment programs, methadone maintenance and treatment programs, detox to drug-free, methadone to drug free, vocational rehabilitation and employment.

In New York State, school-based programs were originally funded to the tune of $23.M in 1971, in New York City. Today, they are funded for $17.M for

the entire state. 1500 persons are on waiting lists for treatment programs. It is not a matter of a choice between one modality and another. All modalities in the continuum must exist and should exist in accordance with the need. No person should be refused help .

Inspired leadership at the federal level is required to recognize the complexity of the issue of substance abuse and to fashion its response. It is most unfortunate that President Reagen and Mrs. Reagen offer a great deal of lip service regarding their concern for the problem and for its victims, while at the same time the federal government fails to provide adequate resources to prevent, treat, rehabilitate and employ the victims of substance abuse. It is unfortunate that the President's focus is more on the source and supply rather than on the reasons for the demand. It is unfortunate that the federal government is more interested in developing comic books as a means of prevention rather than providing services. A policy that overemphasizes education assumes that drugs are being used by kids because they are misinformed. Scare tactics did not work fifteen years ago and will not work today. Reading or hearing about someone else's experience with the drug scene will not keep a young person from trying drugs or using them. The Federal Government telling youngsters not to use drugs because they are bad for you is not much better than a parent telling a misbehaving child to grow up or you're going to get into trouble. For the youth the question remains: how am I to grow up, how do I learn new ways of handling these feelings, these recurring problems - and who is to help me learn them?

The Federal Government further limits any advantage that might be gained from its emphasis on information dissemination through a regressive formula for funding prevention services. In effect, what the White House has done in its ADM block grant is to reduce the appropriation level for any drug service and then set aside 20% of the lowered appropriation for prevention. Such a policy has led to the long waiting lists in New York State for treatment. The Federal Government fosters the concept of volunteerism in the prevention field with little attention to the role of the professional. We do not have volunteers taking the place of doctors, lawyers, judges, and we should not have volunteers taking the place of providing counseling services to our needy youth. In general, there has been a lack of commitment on the part of the Federal Government with regard to funding the continuum of substance abuse services

from prevention through treatment and chemotherapeutic approaches, which represent a cost effective, interdependent network of services that is chronically underfunded and in need of immediate expansion.

I urge you Senators to take up the cause in the Senate and with the White House so that adequate services are available to the victims of substance abuse, throughout the nation, but particularly in New York State where the concentration is so heavy. Services must be available in all parts of New York State, in every school district and community.

We invite you to visit any of our programs. Senator D'Amato, we have forty members in our Association from Nassau County. If you wish to visit, please contact me and I will make the necessary arrangements.

Thank you for the opportunity to testify.

New York State Association of School-Based Prevention Professionals

WHO ARE WE: The Association membership is comprised of professionals in the field of alcohol and drug abuse prevention and intervention.

WHERE: Members include persons from all eight regions identified by the New York State Division of Substance Abuse Services.

PHILOSOPHY: The problems inherent in the process of growing up have never been more complex and yet more common among our youth. Drug and alcohol use is but one example of the kind of self-negating option available to our youth that is so alluring in its release and so destructive to the very process of growth.

To offset the allure of substance use requires more than simply telling children that using substances can hurt you, just as helping children to mature requires more than telling them to grow up. Children need the support of adults who have the accurate information, the alternative activities, the counseling skills - all those things that encourage the mental health of the child even as they discourage the non-solutions of drug use.

The members of this Association are committed to assisting the children and youth of this state in growing - physically, emotionally and socially. Moreover, through their work in the schools of this state, the members of this Association are committed to helping schools be more responsive to the needs of its students and their families. Finally, the members of this Association are committed to the professional growth and identity of each other and to the field of prevention and intervention. The needs of our youth demand no less.

WHY:

- -to establish a forum for professional sharing
- -to identify accomplishments within the field
- -to disseminate information on school-based drug programs to the public, government agencies and private corporations
- -to create linkages with universities for research
- -to serve as professional resource to DSAS
- -to promote additional funding to underserviced areas throughout the state
- -to act as an advocate for statewide issues of school-based substance abuse programs in professional affairs.

NEW YORK CITY COALITION OF SCHOOL BASED DRUG PREVENTION AND EDUCATION PROGRAMS

STATEMENT OF JOHN BLANGIARDO, VICE CHAIRMAN

CHEMICAL USE BY SCHOOLCHILDREN

Congressman GILMAN. Our next panelist is John Blangiardo.

Mr. BLANGIARDO. I am John Blangiardo. I direct the in-school program at district 22 in Brooklyn. I am also vice chairman of the New York City Coalition of School-Based Drug Prevention and Education Programs.

Much of what has been said, I think, has been to the point. I would like to highlight some factors that I think are important that come from my experience as a school-based program director.

We are facing a crisis in the use of chemicals by our children to cope with the pressures of living in our current-day society. Schools are the most logical place to confront the crisis, but schools are only the starting point—I have to repeat that—only the starting point.

I want to talk for a moment about what we see in school district 22. My district is a very large district, it has many societal and economic groups, a wide variety of nationalities and ethnic races. What we are finding in our junior highs and elementary schools, and these are the types of schools that we service directly, the junior highs and the elementary schools, is a high use of alcohol, marihuana, some pill use and now we are being confronted with a rise in glue sniffing.

USE OF GLUE BY STUDENTS

I want to talk for a few moments about the use of glue because it has been a problem that we have not seen in our district until the past year or so.

I had the opportunity to observe—because this is used openly in the school yards, this is going on in our school yards—custodial staff report over a weekend, dozens of empty tubes of glue being found in the school yards and being used over the weekends for purposes of students getting high.

Any range that we see of our informal observations of what is going on range from about 10 years old up to about 15 or 16, and quite a culture is being built up around this. The glue is bought, they use the bag that they buy the glue in to make a container in which to empty the glue, and then they spend quite a bit of time just sniffing it.

We have confronted the police on the problem. Unfortunately, as we have heard in other areas, the use of drugs, the use of alcohol and now the use of glue are not a high priority.

It was through the pressure of Congressman Schumer that we were able to get police action in our local neighborhood. Again, the police came in and basically their approach was to scare the kids away, to chase them away. All that did was put them into other areas where they wouldn't be observed in using it.

That was the way they dealt with the problem.

What can be done with problems like this, the use of alcohol, marihuana, and glue? There is a need for greater funding from the Federal Government.

I believe the cutbacks that have been levied against drug abuse treatment and prevention are criminal in terms of what we are seeing happening in the schools. We waste 3 or 4 months of our time squabbling over the few dollars that we get that comes into the State trying to allocate and reach working budgets. It wastes 25 percent of our time and there is a loss of services.

INCREASED FUNDING TO SCHOOL DISTRICTS

Funding should be doubled to the school districts. If funding were doubled, we would want to see at least one counselor in every elementary school, we would want to see at least two counselors in every junior high school and two to three counselors in every high school. I think this level of service can meet the types of populations and the levels of drug use that we are seeing and serve the children and their families.

While the funds for the school districts I say should be doubled, I don't want to leave the fact that community concern should be increased tenfold. There is just apathy on the street. Parent's attitude is, "I'll take care of my own and what happens to my neighbor's child is their business."

This is the way in which parents do not organize, do not work together to deal with the problem. So I think community concerns should be tenfold, parents-support groups should be put into effect, community action is needed. There has to be more control of the sale of alcohol, there has to be elimination of illicit substances and there has to be greater cooperation with law enforcement, not just the chasing away of children.

This is my testimony. The problem is a tragedy and I hope the Federal Government can reassume the responsibility that it has in dealing with this problem.

[The prepared statement of John Blangiordo follows:]

New York City Coalition of School Based Drug Prevention & Education Programs

PREPARED STATEMENT OF JOHN BLANGIARDO, VICE-CHAIRMAN

The School-Based Drug Prevention Programs were created out of a need to respond to an epidemic adolescent drug problem upon which the traditional educational institutions had been generally ineffective. Today, after twelve years of development, despite an ever-increasing problem and notwithstanding dwindling funding resources, these programs have matured in competence and expertise.

The Prevention Programs, which are currently serving thousands of youngsters, have direct access to a captive audience of students through education, intervention and alternate schools. In addition, the programs educate the school and community.

a. Education: provides students, teachers, parents and the community-at-large with factual information about specific substances and general coping skills; provides support services to those in the general population who are at risk of becoming substance involved.

b. Intervention: services to those who are presently experimenting, using, or at high risk.

c. Alternate Schools: offer an alternate educational/counseling setting and structure to students who manifest serious forms of self-destructive behavior.

For the first group, the programs teach decision-making, problem solving, and communication skills to strengthen inner resources, thus preventing students from turning to chemical substances to alleviate boredom, anxiety, hopelessness, and other painful feelings. For students who are experimenting with and/or abusing substances, the programs provide individual, small group, or family counseling making them aware of the consequences of their behavior, and providing alternate ways of coping with life.

The unique contribution of the programs is that they are an integral part of the school system and, while they focus primarily on substance abuse, they also address the entire spectrum of negative behaviors which cause substance abuse. Working as advocates for students and using peer interaction as a supplementary technique, staff can explore the nature of destructive behavior and marshall the ego-strength of each individual to self-actualize. This, when linked with available support systems in the school and community, helps move the student in more positive directions.

The programs' flexibility of structure allow staff to deal directly with a problem as quickly as it arises, whether the handling of the problem involves an informal talk or a series of visits to the child's home for intensive family counseling. Today approximately five hundred staff members, city-wide, are specialists in substance abuse prevention and intervention techniques.

After twelve years, each program still reflects the individual needs of its community's target population. Staff members have been trained, and continue to be trained, in detecting symptoms in youngsters which may lead them to alcohol/drugs. Truancy, adolescent street crimes, dropping out of school, involvement in street gangs, running away from home, involvement in school and community vandalism, (a crime which reportedly costs taxpayers approximately 600 million dollars a year - the figure for the schools alone is approximately 12 million dollars a year) poor peer relationships, poor family relationships, poor academic achievement, promiscuity - and its related effects of increased adolescent prostitution, and increased teenage pregnancies and venereal disease, among others, are typical behaviors with which program staff members deal on a regular basis.

This sophisticated network of service, built up painstakingly over twelve years, and accepted by school and community, must be maintained.

We are now in one of the worst economic periods since the depression. We recognize that allocations for all human service programs are in jeopardy. Nevertheless, legislators must keep the following in mind:

1. The $45 billion profits of New York's illegal drug trade surpasses by more than half the profits of every other major business in the city.

2. There is a proliferation of hundreds of shops, which often masquerade as record shops, deli's, or candy stores, which are selling drugs. New York Magazine (12/13/82) estimated that from 100,000 to 300,000 people in New York City are employed in this business, and many of them are preying on our school-age children.

3. The last survey conducted by the Division of Alcohol and Substance Abuse (1976) reported the following:

- Every fourth person in the State fourteen years and older has taken an illegal drug or used a legal drug without a prescription;
- More than 950,000 of New York State's high school students have used marijuana;
- 220,000 of these students have used hashish, glue, solvents, PCP, or tranquilizers non-medically;
- Fifty-one percent of the students in New York State have used at least one substance;
- An estimated 3.3 million teenagers between the ages of fourteen and seventeen are considered to be problem drinkers;

- There is a documented increase in the abuse of substances among school-aged children, especially in the area of alcohol, phencyclidine (PCP), marijuana, tobacco, pills, and cocaine;

- There is a significant increase in the abuse of substances among younger children in elementary grades.

As staggering as the conditions are, and as a greater and greater number of young people are in need of program services, every year severe fiscal cuts result in a diminution of those very services.

For the past twelve years, each and every year, we have intervened in the lives of hundreds of thousands of school children at $35 per child for prevention service and up to $300 per child for intervention service. In the past, the programs have adjusted to budget cuts by sacrificing the prevention aspect of their programs in order to maintain intervention service. It is ironic that prevention is the most cost effective aspect of the programs. In light of the size of the drug industry, and the statistics cited in the state survey, to curtail service to even one child at risk is criminal.

Although we speak for the school-based prevention programs in New York City, we definitely support continued funding for our school-based colleagues statewide at present levels of functioning. The following should be noted:

- The concept of alcohol and substance abuse prevention has been recognized as a viable and relevant strategy to reduce alcohol and substance abuse. Prevention as a separate entity demonstrates itself to be an effective concept and has been evaluated as such by the Division of Substance Abuse Services and the recent Califano Report on Substance Abuse.

- Double digit inflation rates have produced rising costs in personnel, supplies, and equipment.

- Any reduction of monies for school-based alcohol and drug abuse prevention programs would definitely increase the cost of other related human services; specifically, criminal justice costs, treatment program costs and mental hygiene programs.

- Any reduction of monies for school-based alcohol and drug abuse prevention programs would definitely increase the cost of other related human services; specifically, criminal justice costs, treatment program costs and mental hygiene programs.

It has taken twelve years to develop the sophisticated network of services that is already in place. We must continue to maintain these services because the prevention effort is an investment in our children's future.

The federal government is in a unique position to support and provide leadership in confronting the problems of substance abuse. The broad tax base that the federal government can draw upon, and the high impact it can have on a problem that crosses states' lines summons a more decisive role by the federal government in this area. Innovation and an enduring commitment is the key to generating the means of making available and expanding the services noted below. Our hope is

that the testimony of the subcommittee's hearing will bring this to fruition.

Support by the federal government is urgently needed in the following areas:

1) Direct services to students and their families at all levels of the educational system. These services include drug education, prevention, intervention, and treatment. They should be provided by both professionals and paraprofessionals such as peer advisors, substance abuse counselors, psychologists, and therapists.

2) Indirect services to conduct evaluation and research, to support networking and information exchange throughout the substance abuse services field.

3) Community organization services to mobilize school and community resources, increase awareness, to direct volunteer energies and to elicit corporate and media attention and support in confronting the substance abuse problem.

4) Law enforcement services to curb the street availablity of illicit substances. ■

SOVIET DOWNING OF KOREAN AIRLINER

Congressman GILMAN. Have we now heard from all of the panelists?

Mr. GUSTAFSON. Yes; we have.

Congressman GILMAN. I thank you for participating today. I regret that we had another critical problem confront our Nation during the course of this hearing. As you are probably aware, the Secretary of State revealed that a Soviet fighter had shot down a Korean commercial airliner, and a number of us had to take some time in the course of the hearing to respond to that issue.

I for one have had two constituents involved as passengers on board that airline, so we do apologize for the interruptions that took place during my testimony. Senator Hawkins is now responding to some inquiries with regard to that, so on behalf of Senator D'Amato and Senator Hawkins, we do apologize for the interruptions.

First of all, I would like to commend all of you for your involvement. We know how important it is to have citizenry participation and particularly groups that help to arouse grassroots support for drug education and for getting people involved in trying to rehabilitate and trying to prevent.

Each one of you has done a goodly portion in that respect. I want to commend our State substance abuse office for the work it has been doing in reaching, in our district in particular, when it has tried to establish some educational seminars and do some work with our own community.

I, too, want to commend the archdiocese for its extensive and worthy efforts. Our Select Committee on Narcotics met with His Holiness several years ago and discussed how critical the problem was. We were elated to find the response that we received from the Vatican with regard to [illegible]ning involved in the problems of nar-

cotics and how effective the archdiocese program has been, the worthwhile study that has been undertaken.

I know in our own area there has been a very fine approach in Sullivan, Orange, and Rockland Counties, an excellent approach to these problems.

We all recognize that we want to do enough to reach out to get the community involved. The apathy that the last panelist has talked about is probably one of the greatest problems we have in trying to focus enough manpower, enough funding, enough governmental attention on the problem. The more we can do in the disposing of that apathy and getting the issue up front on the front burner, the more effective it will all be.

We all know with the budgetary constraints these days, if there isn't a loud enough voice out there, some of these important programs do get cut back. We join with you in your efforts to try to arouse the public's indignation, the public's concern about drug trafficking and drug abuse and how it affects the roots of our society.

We all know the impact it has on our young people. Each time we read about another young person succumbing to an overdose, we all know how critical this problem is. Each time I pick up more statistical information, I am appalled by the growth and expansion of drug trafficking and the amount of profits that are incurred and the number of people involved.

ADDITIONAL FEDERAL SUPPORT NEEDED

Mr. Gustafson, you have indicated in your report that there is a need for more Federal support. If you were to get more Federal support, more dollars from the Federal Government, how would you best utilize those dollars on the State level?

Mr. GUSTAFSON. Again, echoing the remarks made by my fellow panelist, we feel a balance between treatment and prevention is absolutely necessary. As I mentioned in my formal remarks, we do have an extensive waiting list in the treatment area.

We certainly want to afford those students who are casualties, we certainly would want to make treatment available to the 1,000-some people that we have that are unable to enter treatment at present. We would certainly want to expand our existing prevention services in both the school-based and the community arena.

As Ms. Riddell points out, there is an absence of school-based prevention activities in many of the upstate counties. That is not to say there is adequate attention being given in the New York metropolitan area either, but there is not enough State and Federal funding to go around.

Our priorities would be equally split between dealing with the casualties of the problem and trying to take more expanded and effective prevention initiatives.

BLOCK GRANT PROGRAM

Congressman GILMAN. The State receives its funds through the block grant program. Has the block grant funding decreased this year as compared to the prior year?

Mr. GUSTAFSON. The block grant in terms of absolute dollars has increased slightly through the influx of funds under the emergency jobs bill appropriation. We received about $6.2 million more than last year.

Last year we had about $19.1 million available, but in the context of what was made available through all Federal sources in the base year prior to the initiation of the block grant, which was the Federal fiscal year 1980 where we had $31.6 million available, we are now operating with only over $20 million.

So, discounting inflation, we are still talking about a 32 percent-plus deficiency.

Congressman GILMAN. You heard today earlier, I believe you were present when the chancellor of the New York City Board of Education was talking about the need for additional funding for his educational programs, and I believe he talked about a cutback of a little over $1 million. He made a request of some $14.9 million and he received 13 point something from the State.

Are you supportive when those requests are made to the State legislature, do you join in supporting those kinds of requests to make certain that there is proper State funding from the funds available in the State budget?

Mr. GUSTAFSON. Absolutely. As you may be aware—I am sure you are aware, Congressman—the block grant requires 30 percent of the funds coming in must be made available for prevention. The State of New York has far exceeded the amount of moneys that are made available through State resources for prevention activities in comparison with the total national effort.

In the heyday of the budget, some $6 million-plus was available for prevention activities nationwide. The chancellor referenced a figure of, I believe, in excess of $17 million, all of which was made available from State sources back, I believe, three State fiscal years prior to it running out.

Congressman GILMAN. How does the State budget for the present fiscal year compare to the prior fiscal year for your department, what is the relationship between this year's funding and last year's funding?

Mr. GUSTAFSON. Basically a stand pat budget, no room for growth. In the prevention arena, Ms. Riddell and Mr. Blangiardo were talking about a holding pattern with no increase in the prevention dollars at all.

Mr. BLANGIARDO. The money allocation has remained the same and inflation has increased, so in my particular district, over the past 3 years I have lost 4 to 5 workers and I have lost the services to over 3,000 students in my particular district.

The coming year I again was on a stand maintenance budget, the same allocation we got the year before. I am in the process now of terminating two more of my staff.

So this holding your own is really stepping backward and the money has to be there. Unfortunately, again, I point out this is such a waste of energy when negotiations go on and bickering starts between, how do you divide a pie that is getting smaller and smaller and smaller.

Twenty-five percent of our time is wasted on negotiating, contracting with the agency when we should be out there helping chil-

dren. Last year the Governor's proposed budget, the school-based prevention effort basically absorbed most of the Federal cutbacks in the block grant in the initial proposed budget.

BLOCK GRANT INCREASE

Congressman GILMAN. If I might interrupt, the block grant increased from last year to this year.

Mr. BLANGIARDO. As the budget was written, they talked about a $5 million loss in Federal funding. And that fell onto the school-based prevention program.

Congressman GILMAN. Is that accurate, a $5 million loss?

Mr. GUSTAFSON. Factoring in inflation, sure, in absolute terms; because even though the block grant did increase a net of $2.6 million with the inflation of moneys under the emergency jobs appropriation, factoring in inflation, it translates into really $5 million less than was made available for services in the field.

Ms. RIDDELL. There was a deficit of $5 million for the school-based programs, and we had to spend the time, as John is addressing, going up to Albany and getting $5 million restored; otherwise we probably would almost be extinct.

When we started our problems——

Congressman GILMAN. That is $5 million in actual dollars?

Ms. RIDDELL. Yes, that the State restored.

Congressman GILMAN. But the actual dollars of the Federal Government into State government, the flow increased by $2 million. So what I am asking is, what happened between the passage of the money from Washington to New York and then down to the local level; why is there a $5 million decrease?

I understand the inflationary impact, but what about actual dollar flow?

Mr. GUSTAFSON. The $2.6 million was targeted to areas of high unemployment and was to be utilized for rehab programs, programs dealing with improving the employability of people afflicted with the problem.

Congressman GILMAN. The $5 million decrease was due to the way the State was divided up, but not due to a lack of Federal support?

Mr. GUSTAFSON. Not entirely true, Congressman, because the Federal Government placed restrictions on how the money could be distributed among the three items, alcohol, drug use and mental health, no less than 20 percent for prevention services.

And there was a further intent that the $2.6 million available for jobs programs would be oriented toward vocational, rehabilitation, job training and education programs, most of which were outside of the school setting.

Ms. RIDDELL. Let me just add to that. When we started my own program, we had a staff of 85. We have now a staff of 15.

Outside of New York City—and I am representing the State association—there are many, many counties that have absolutely no school-based services. Where there are existing services, many

times they are small programs such as $50,000 programs, meaning two people servicing about 50 schools.

So the problem really comes down to dollars when we are talking about services.

ASSISTANCE FROM FEDERAL GOVERNMENT

Congressman GILMAN. Let me address the entire panel. What do you feel is the most important thing the Federal Government can do to help in the kind of work you are involved in, if you can just pinpoint very quickly?

Why don't we start down here with Mr. Grande?

Chief GRANDE. Thank you. In my experience I would venture the thought at this particular time that the Federal Government should invest its dollars, and its expertise in the area of education and prevention. We spent a lot of dollars, and law enforcement is not able to cope with the situation such as it is.

I think, as I said earlier, we are dealing with a situation of supply and demand. We have to cut back that demand and we are only going to do that through education. A lot of these dollars have to be invested in school-structured programs that will educate our young people to stay away from drugs.

So I think that emphasis has to be placed on the educational process.

Congressman GILMAN. Father Attridge.

Reverend ATTRIDGE. I would like to expand that. Working in conjunction with the school, for example, in school district 10 up in the northwest Bronx, we have a partnership going there where together we work with the parent component. They do all the education in the public, private, and parochial schools and we take the responsibility for organizing the community.

I think that our program has been working, it follows along the CAPDA, and we are working together. I think that by expressing models in the country and getting sufficient funds to be able to carry out those, as Alice mentioned before, we certainly can't eliminate the professional, and I think those operations should be supported; but we also can call forth those people who want to use their time and talent and move it into the area of substance abuse, alcohol and drugs and also help us break through denial, do something about the imagery and glamourization and how we kind of forget that whole area is many times the first contact with a drug, and look at the media and see how that is played up.

So anything you can help us with in that area. Cigars and cigarettes, we have been able to cut those out in television, and they can't use liquor commericals on TV; but they do use a lot of wine and a lot of beer and champagne. I would also like to see the Government continue to support the DWI movement, and a lot of groups to alert people to the dangers of driving while high or intoxicated.

Congressman GILMAN. Thank you, Father.

Our next panelist, Dr. Pizzo.

Dr. PIZZO. There is no doubt that some Federal dollars should come into the whole field to support the whole network of services for substance abuse.

As far as prevention education, I think a lot of money should be put into that type of approach, also to reach the people to raise the

consciousness of the average citizen of what is out there in this community.

Many people sit back and they are very apathetic because they don't feel these types of things would affect them personally. I think somehow we have to get that message to all of our people, and I think money spent in that type of effort, to get people involved, would be highly beneficial.

But at the same time you can't neglect our treatment services and our school-based prevention services and all of that other stuff.

Congressman GILMAN. Thank you.

Ms. Riddell.

DOMESTIC PRIORITY OF SUBSTANCE ABUSE PROBLEM

Ms. RIDDELL. I would say that the Federal Government has to identify the substance abuse problem as a domestic priority. That then involves providing sufficient dollars for the continuum of services.

The Federal Government has to play a leadership role in recognizing that there is a problem.

We will never know the damage that was done by the Federal Government in the early 1970's when the leadership at the White House said that marihuana was not a harmful drug. For 5 years, that was postulated by the Federal Government and they talked in terms of responsible drug use.

I again repeat, NIDA quotes the Johnson study, the Michigan study and publishes the information that marihuana is on the decrease. They are testing high school students, 45 percent of the kids in New York City never graduate from high school. That's very misleading information.

That's not true in New York City. They all agree to that, but still the press releases talk in terms that marihuana is on the decrease, providing a leadership in terms of prevention, that you need a comprehensive approach.

This idea of having comic books for fourth grade, that's terrific. A kid reads a comic book, that's not going to keep him from using drugs.

Didactic information in and of itself is not important. You can't say to a child, if he has misbehaved, grow up or you are going to be in trouble. The youngster turns around and says, how do I grow up, how do I deal with these feelings, who can help me with that.

You need the total combined approach. Only that message can come from the Federal Government by establishing this as a domestic priority.

Mr. BLANGIARDO. I feel it should be in the area of funding of direct services in the area of prevention education and treatment. I think the Federal Government has a source of revenue that is not available to local communities and it has a responsibility to use that in this effort.

Congressman GILMAN. Mr. Gustafson, can you wind it up?

Mr. GUSTAFSON. I will try.

No question that we are dealing with a problem of catastrophic proportions, international as well as a national problem. Simply stated, the State and local resources are not enough to combat it.

We have a large network here within the State of New York that is capable to provide necessary treatment and prevention services.

The Federal Government has to recongize they are simply providing a very, very small percentage.

I have two concrete recommendations to the Federal level. One is the establishment of a cabinet level drug program coordinating position with responsibility to oversee all efforts over drug enforcement, treatment and education activities.

Second, I recommend the increasing of penalties for drug trafficking, particularly in the area of forfeiture, where that money would fund drug prevention and treatment activities.

Congressman GILMAN. I appreciate your recommendations, and you might be interested to learn that we do have a measure presently pending with the chairman of the Subcommittee on Crime, who recently joined us, and has that measure before the Congress.

It is also a very important portion of that measure for drug traffickers to forfeit all assets that may be derived from narcotics and to pinpoint the utilization of those assets for continuing in an enforcement effort.

Congressman Hughes has been instrumental in that effort.

CONCLUSION OF HEARING

I want to thank the panelists for taking the time to come here and testify. We apologize for the other critical issues that have arisen, but none are more critical than this issue. We hope you will continue in your efforts of trying to arouse the citizenry apathy and trying to undertake more effective steps in our battle against drug abuse and drug trafficking.

Thank you.

The hearing stands adjourned.

[Whereupon, at 1:15 p.m., Thursday, September 1, 1983, the hearing was concluded and the subcommittee was recessed to reconvene at the call of the Chair.]

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